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A STUDY OF THE STRUCTURAL LIMITATION
AFFECTING IMPLEMENTATION OF
THE GOVERNMENT PERFORMANCE AND RESULTS ACT
IN AIR FORCE MATERIEL COMMAND LOGISTICS

THESIS

Darwina M. Liguori, B.S.
Captain, USAF

AFIT/GIM/LAS/95S-4

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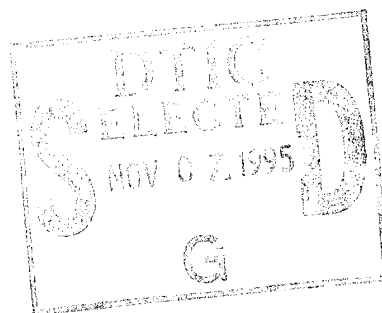
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Presented to the Faculty of the Graduate School of Logistics
and Acquisition Management of the Air Force Institute of Technology
Air University
In Partial Fulfillment of the
Requirements for the Degree of
Master of Science in Logistics Management

Darwina M. Liguori, B.S.
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Abstract

This thesis provides an in-depth discussion of the Government Performance and Results Act (GPRA) of 1993. The GPRA is a new law that mandates strategic management be conducted in all federal government agencies. Soon all federal government agencies will be directed to comply with the requirements of the law and implement strategic management within their organizations. This study selected Air Force Materiel Command Headquarters (AFMC) logistics organizations and subordinate units as the test organization. Interviews were conducted with headquarters AFMC logistics and strategic planning personnel, as well as 88th Logistics Group personnel to evaluate several issues within their organization: 1. level of knowledge of the GPRA; 2. types of formal and informal communication and decision-making processes, and 3. awareness of strategic management and its purpose within an organization. Results reflected a lack of prior knowledge of the GPRA, top-down communication and decision-making functions, and minimum level of awareness of the concept of strategic management and its intended purpose within an organization. This lack of information, and apparently incompatible structural design may pose serious challenges for those tasked with the implementation of the GPRA. Recommendations are made which may help to promote a more successful introduction to these formalized strategic planning procedures.

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I. Introduction

Chapter Overview

Strategic management and strategic planning have become an integral part of Department of Defense organizations. "Strategic management is the process organizations use to prepare for the future" (Coomer and Moynihan, 1994:1). The Government Performance and Results Act of 1993 (GPRA) will soon be an important part of the strategic management process of all Department of Defense (DOD) organizations. In view of the importance strategic management has on the overall health and well-being of the Air Force and Air Force logistics operations, this thesis presents a picture of the potential problems we may encounter while trying to implement the new legislation.

The recent changes in the structure and mission of the Air Force have created a significant need for strategic management within all levels of the Air Force. Strategic management is necessary in order to be able to achieve the mission capabilities that are desired and required for national defense. This chapter provides justification for the research by presenting the general issue surrounding the Government Performance and Results Act of 1993 and its potential impacts on Air Force logistics. In addition, the specific problem is analyzed, including research and investigative questions. Finally, I will

provide a summary of the methodology employed with a description of its scope and limitations.

Background

"Public confidence in the institutions of American government is suffering from a perception that those institutions are not working well" (Senate Report 103-58, 1993: 2). There have been numerous documented occurrences of fraud, misuse, and abuse in federal agencies. One such incident, the so-called "HUD (Housing and Urban Development) Scandal" is just one example of how effective Congressional oversight can restore the public's faith in American government.

In 1991, Senator Bob Graham (D-FL) appeared as the Committee on Government Affairs' first witness in support of the Government Performance and Results Act. As the presiding official at the 1990 hearings for the HUD incident, Senator Graham spoke with experience about the potential impact the GPRA could have on restoring faith in the government. Senator Graham testified that his subcommittee's investigations into the HUD incident showed that many of the problems could have been avoided with better Congressional oversight (Senate Report 103-58, 1993: 7). The following quote taken from Senator Graham's testimony at the 1991 GPRA hearing reflects his beliefs about the importance of the GPRA:

> In terms of Congressional oversight, I am afraid the Congress has
> to bear a serious part of the responsibility for what happened in
> HUD. There were almost no hearings held during the relevant
> periods on what was happening in the agency. Those hearings
> that were held were largely episodic and reactive rather than
> focusing on the programs and how well they were being
> administered. The recommendations being made in this bill,
> (GPRA), would certainly go a long way towards creating the
> opportunity for effective Congressional oversight. I strongly
> agree with the direction of this bill and the emphasis on setting
> goals and performance standards. (Senate Report 103-58, 1993:7)

The HUD scandal is one specific incident that might have been prevented with better Congressional oversight in place. There are other problem areas that can be eliminated and eventually prevented with the requirements of the GPRA. In another excerpt taken from the actual 1990 HUD hearing, Richard L. Fogel, Assistant Comptroller General, General Accounting Office (GAO), testified about the possibility of Congressional performance pressure:

> It would help if congressional committees could press some of
> the agencies to develop performance measures and output
> measures of what the agencies think are good measures of
> whether they are accomplishing program objectives. That gives
> Congress a basis for then going in and tracking and saying how
> well things are happening, and what type of problems there may
> be, and if there are problems it gives you a basis for focusing the
> oversight. Unfortunately most agencies do not want to develop
> those types of performance measures because it is easier not to be
> held accountable if you do not have them. (Senate Report 103-58,
> 1993:7-8)

A further look at the Government Performance and Results Act and how it is meant to be enacted is an important part to understanding the act and how it may become an important part of strategic planning in the military. A more comprehensive analysis of the GPRA is included in the literature review in Chapter II.

General Issue

In general, this research deals with the Government Performance and Results Act as it is applied in the Department of Defense and its affect on the logistics environment in the Air Force Materiel Command (AFMC). Primarily, I will look at the organizational structure of government institutions to evaluate how the structure will either facilitate or impede the implementation of the GPRA. More specifically, I will explore the logistics discipline within AFMC to determine how its formal and informal structures affects its

ability to implement the GPRA. A look at both the headquarters and subordinate field unit agencies will provide the study with an accurate and in-depth representation of the command's organizational structure.

In accordance with the new legislation, the Government Performance and Results Act will soon be an integral part of every organization's strategic planning process. For the GPRA to be successful, the organization must be adequately structured to implement and perform the mandated requirements. Organizations can be structured in a variety of ways. There are many different classifications of organizational structures and each one may be "best fit" for a certain type of organizational mission. Chapter II will explore the various types of organizational structures.

Specific Problem

The organizational structure of government agencies is significantly different than the organizational structure of private companies. Although government agencies and private companies have structural similarities, the differences far outnumber the similarities. Government organizations can be classified as bureaus or bureaucracies by their unique requirements. "Bureaus are found to have unique forms of ownership, funding, and means of social control, which in turn produce variations in performance measures; legal and formal constraints; external stakeholder influences; level of coerciveness; breadth of impact; public scrutiny; objectives and criteria for evaluation; hierarchical authority; incentives; and performance characteristics" (Roberts, 1991:3).

Based on these perceived differences, organizations can be classified as either public or private. In the literature review in Chapter II, more details will be discussed to support the Department of Defense, and the Air Force, as public structures with unique requirements. This discussion leads to the following research and investigative questions.

Research Question

The study's research question is:

What factors does the Air Force Materiel Command need to consider to successfully implement the Government Performance and Results Act of 1993?

Investigative Questions

The purpose of the research is to identify potential structural factors which will either facilitate or impede successful implementation of the GPRA. Another goal of the research is to determine if there is an organizational design which can optimize the implementation of the GPRA. The research question generated the following investigative questions based on the differences between public and private organizations:

1. Does the GPRA conform to a public or private strategy model?

2. Will the public structure (bureaucracy) present unique strategy implementation problems?

3. If the answer to question 2 is yes, what does the government have to do to bring its strategy and structure into better alignment?

Question one refers to a model of public and private types of strategy and structure that is introduced in Chapter II. This model is based on the characteristics of public and private organizations as developed from the literature review. Question two addresses the requirements for strategy implementation within the Air Force Materiel Command. This question required identification of the existing structure, both formal and informal, within the AFMC logistics arena. Finally, question three recommends action that should align the government's strategy and structure based on the results of personal interviews conducted with logistics and strategic planning personnel within AFMC headquarters and subordinate field units.

Summary

This chapter identified the purpose of this research effort. The investigative questions were developed to focus the study on the requirements for successful implementation of the Government Performance and Results Act in government organizations. The remaining chapters support the investigative questions. The next chapter, Literature Review, introduces the concepts of strategy, strategic, and logistical strategic management, and strategy-structure relationship theory to provide the fundamental background for the research. Chapter III discusses the methodology used to gather the data required to answer the investigative questions. Chapter IV presents the findings and analysis of the research, and Chapter V gives the conclusions and recommendations based on the methodology employed in Chapter III.

II. Literature Review

Chapter Overview

This literature review has two primary objectives. First, it will provide the background theory that supports the research objectives. The relevant theory includes strategy-structure relationship theory, the purpose of strategy, strategic management, strategic planning for logistics, and the Government Performance and Results Act of 1993.

The second objective is to describe how the research will provide the information needed to answer the investigative questions of the study. The research will examine the relationship between the Government Performance and Results Act and the organizational structure of government institutions. The goal of the research will be to identify any structural factors that will facilitate or impede the implementation of the Government Performance and Results Act in the Air Force Materiel Command logistics arena. Specifically, the strategic management processes of AFMC headquarters logistics organizations and subordinate units will be examined to compare and contrast the processes of each.

The chapter begins with an in-depth discussion of the relationship between strategy and structure in organizations. The strategy-structure debate will be followed by a discussion of the various types of organizational structures. Next, the issues of strategy, strategic management, and strategic planning for logistics will be developed. Finally, the background and content of the Government Performance and Results Act are presented to provide a thorough understanding behind the driving force of the legislation.

Strategy-Structure Relationship Theory

The strategy-structure theoretical debate traces back to Dr. Alfred D. Chandler Jr. and his early experimentation of comparative business history. Chandler defines structure as "the design of organization through which the enterprise is administered" (Chandler, 1962:14). Whether formally or informally defined, this design has two aspects. First, there are the lines of authority and communication between the different administrative offices and officers. Second, the design includes the information that flows through these lines of communication and authority: "Such lines and such data are essential to assure the effective coordination, appraisal, and planning so necessary in carrying out the basic goals and policies, and in knitting together the total resources of the enterprise" (Chandler, 1962:14). These resources can include any mix of entities including financial capital, physical equipment, raw materials, as well as the technical, marketing, and administrative skills of its personnel (Chandler, 1962:14).

On the other side of the relationship, Chandler defines strategy as "the determination of the basic long-term goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources necessary for carrying out these goals" (Chandler, 1962:13). Decisions to expand by product line or geographically, or to diversify into other lines of business require the defining of new basic goals. Based on these goals, the new strategy requires a new organizational structure in order to carry out the new goals (Chandler, 1962:13).

Chandler's hypothesis is that "structure follows strategy," and that the most complex type of structure is the result of the linkage of several basic strategies (Chandler, 1962:14). Chandler lists several examples of this "structure follows strategy" philosophy that he derived from the companies he researched.

In one company, volume expansion led to the creation of an administrative office to manage *one* function, in *one* local area. In another organization, growth through

geographical dispersion brought the need for a new departmental structure and several local field units. In still another company, the decision to expand into new types of functions called for a new central office labeled the move into new functions as the strategy of vertical integration, and the development of new products as a strategy of diversification (Chandler, 1962:14).

Although Chandler's initial hypothesis was that structure follows strategy, the opposite perspective also exists. In some cases, the "strategy follows structure" perspective is clearly defined. The following section will illustrate the scenario in which strategy follows or is affected by structure.

Following Chandler's hypothesis, "Bruce Scott developed a paradigm of corporate development that viewed the firm as moving through successive stages as its product-market relationships become more elaborate" (Rumelt, 1974: 36). In this "stages model," the firm is seen as growing from a "one-man show" to a functionally organized structure. In this case, the structure of the organization could have been a result of the growth of the organization, as opposed to the strategy of the organization. Thus, the "structure affects strategy" philosophy can exist when the structure or growth of the firm is the driving force (Rumelt, 1974:36).

Richard Rumelt wrote that "in addition to the effect of strategy on structure, there is the possibility that structure affects strategy" (Rumelt, 1974:76). For example, if a single or dominant business firm adopts a product-division structure in response to relatively minor changes in products, it might be more likely to diversify further than if it had not reorganized. Rumelt's original studies showed evidence of a strong connection between divisionalization and diversification (Rumelt, 1974:76).

In this background review of the structure and strategy debate, the point is not to prove or disprove one or the other philosophy, but to show that both structure and strategy must coexist within a successful organization. There are times when structure

will affect strategy and other times when strategy drives structure. It is important to look at the various classifications of organizational structures to appreciate the complexity of a strategy-structure dilemma.

Organizational Structure

"Organizations transform resources into outputs for users. All organizations fit into this description whether they are public or private, profit or non-profit, business or government" (Hodge and Anthony, 1991: 48). There are many different classifications of organizational structures. Henry Mintzberg lists five separate configurations for organizational structure and believes all organizations fall into one of the five configurations (Mintzberg, 1979:111).

Mintzberg's five configurations are: the simple structure, machine bureaucracy, professional bureaucracy, divisionalized form, and the adhocracy. In each of the five configurations, Mintzberg differentiates the configurations using three separate categories. He specifies using three different coordinating mechanisms as dominant; three different parts of the organization as the most important role; and three different types of decentralization in use (Mintzberg, 1979:111).

Another method of categorizing organizational structures is through the use of five basic forms that integrate the differentiated activities. Hodge and Anthony specify five forms of organization: line, line-staff, functionalized, matrix, and linking pin.

In the line structure, "the organization structures itself around the tasks involved in producing or distributing the primary product it creates" (Hodge and Anthony, 1991:332). As organizations grow, they tend to add supportive staff to manage the administrative or secondary work involved. This type of organization is called line-and-staff structure. The third type of organization, the functionalized, is a "line-and-staff

structure modified by the delegation of managerial authority to personnel outside the normal spans of control" (Hodge and Anthony, 1991: 332).

Matrix structure is also called project, product or program structure. In this type of structure, "resources from vertical units are assigned to horizontal units based on the need in each unit" (Hodge and Anthony, 1991: 333). Once the project is completed, the individuals return to their normal units. "The linking pin structure views certain key subordinates as occupying 'linking pin' positions" (Hodge and Anthony, 1991:338). The concept suggests that "subordinate managers link a team of managers with a team of subordinates, and emphasizes the vertical and horizontal linkage role that a manager plays in integrating the tasks of an organization" (Hodge and Anthony, 1991:338).

<u>Public and Private Organizations</u>. In addition to these classifications of organizational structure, there is also a broad separation between public and private organizations. Both strategy and structure can be classified as either public or private.

There are several characteristics within organizations that specify whether the organization is public or private. These characteristics are listed in Table 2-1, Characteristics of Private and Public Organizations. Nancy Roberts divides public and private organizations with distinct lines of separation. One immediate distinction is the difference between forms of ownership. "Among public organizations ownership rights are indivisible and cannot be transferred among individuals; ownership rights among private organizations are divisible and can be transferred" (Roberts, 1991:5). A second major difference between public and private organizations is the form of funding. Private firms are supported through sales or private donations, while public organizations rely on government funding and appropriations. The remainder of the differences between public and private organizations is listed in Table 2-1.

Table 2-1. Characteristics of Private and Public Organizations

Characteristic	Private	Public
Structure	Self determined	Controlled by law
Decision-making	Varies by organization	Top-down
Oversight	Internal (some regulatory)	Public (Congressional)
Motivation	Economic (profit)	Public good
Shareholders	Entrepreneurial investors	Public
Strategic Aim		
Primary	Efficiency	Effectiveness
Secondary	Effectiveness	Efficiency

(Roberts, 1991: 5)

Based on these differences between private and public organizations, a model can be developed that implies a strategy-structure fit requirement for all organizations. The following model, Figure 2-1, Strategy-Structure Model, was developed based on the differences identified in public and private organizations. This model identifies four quadrants of strategy-structure alignment.

Within this model, there are four quadrants, each of which represents a strategy/structure relationship category. In the top-left quadrant there is private strategy/private structure organizations. In the bottom-left there is public strategy/private structure organizations. The top-right represents private strategy/public structure and the bottom-right represents public strategy/public structure.

STRUCTURE

	Private	Public
STRATEGY Private	Typical Commercial Business - Profit Driven	Municipal Hospital
Public	ACLU Greenpeace	Government Agencies
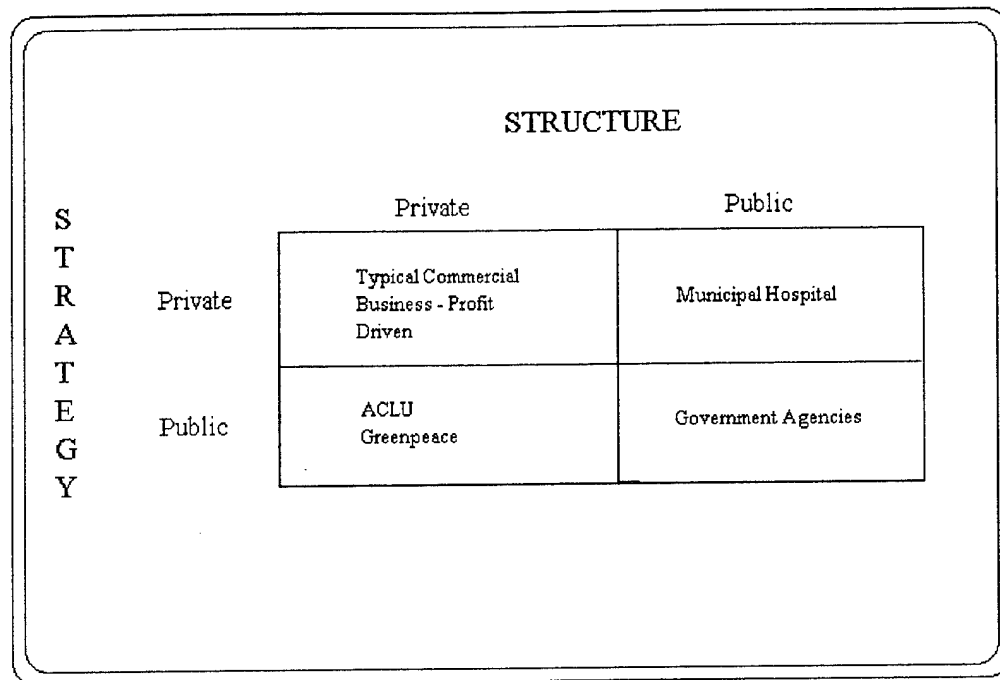
(L'heureux, 1995)

Figure 2-1. Strategy-Structure Model

Using this model as a guide, the research will determine identify factors that might facilitate or impede the implementation of the GPRA in AFMC logistics organizations. The research will illustrate the disparities between the public strategy and public structure of the government and the requirements of the GPRA.

Strategy, Strategic Management, and Strategic Planning For Logistics

<u>Strategy</u>. First, it is important to define what strategy is within the context of an organization. Strategy in its simplest terms is a plan. The plan is "some sort of consciously intended course of action, a guideline or set of guidelines to deal with a situation. Strategies have two essential characteristics: they are made in advance of the actions to which they apply, and they are developed consciously and purposefully" (Mintzberg, 1987a:11).

Mintzberg believes that "organizations need strategy to set direction for themselves and to outsmart competitors, or at least enable themselves to maneuver through threatening environments" (Mintzberg, 1987b:25). Throughout history there are examples of how the competitor with the best strategy won the contest. Whether the success was on the battlefield or in business, there is significant evidence to indicate that it was the existence and the quality of the strategy that enabled the victory.

Another reason for organizations to maintain strategy is to focus the effort within the organization and promote the coordination of activity throughout the organization. Also, Mintzberg believes that strategy is needed to define the organization. Strategy gives the organization meaning for the people inside the organization as well as the outsiders.

According to Mintzberg, "strategy enables the organization to concentrate its resources and exploit its opportunities and its own existing skills and knowledge to the very fullest. Strategies reflect the results of organizational learning--the patterns that have formed around those initiatives that have worked best" (Mintzberg, 1987b:30-31). The bottom line is that "strategies are vital to organizations, both by their presence and by their absence" (Mintzberg, 1987a:30-31).

Strategic Management. The next step in this discussion of strategy and strategic management is to define strategic management. There are as many different definitions of strategic management as there are people who write about it. Alan Steiss defines strategic management as "the process by which policies are formulated and strategies are selected in an effort to achieve the goals and objectives of an organization. Strategic management can also be thought of as a framework by which an organization can adapt to the vagaries of an unpredictable environment and an uncertain future" (Steiss, 1985:1).

Pearce and Robinson's definition of strategic management is "the set of decisions and actions that result in the formulation and implementation of plans designed to achieve

a company's objectives" (Pearce and Robinson, 1994:3). Figure 2-2 lists the nine critical

tasks for successful strategic management.

Nine Critical Tasks of Strategic Management

1. Formulate the organization's mission, including broad statements about its purpose, philosophy, and goals.
2. Develop an organization profile that reflects its internal conditions and capabilities.
3. Assess the organization's external options by matching its resources with the external environment.
4. Analyze the organization's options by evaluating each option in light of the organization's mission.
5. Identify the most desirable options by evaluating each option in light of the organization's mission.
6. Select a set of long-term objectives and grand strategies that will achieve the most desirable options.
7. Develop annual objectives and short-term strategies that are compatible with the selected set of long-term objectives and grand strategies.
8. Implement the strategic choices by means of budgeted resource allocations in which the matching of tasks, people, structures, technologies, and reward systems is emphasized.
9. Evaluate the success of the strategic process as an input for future decision making.

(Pearce and Robinson, 1994:3-4)

Figure 2-2. Nine Critical Tasks of Strategic Management

In a recent study by the Institute for Defense Analyses, Paul Richanbach and

Frederick Riddell define strategic management as a "highly participative and continuous

process by which an organization develops a common approach to complex issues among

all relevant parts of the organization, and ensures that specific actions result from the

decisions taken" (Richanbach and Riddell, 1993:1).

Richanbach and Riddell emphasize the key point about strategic management is that it must be "imbedded in and implemented through the existing management system." They list three important steps for successful strategic management:

1. Create a documented strategic plan.
2. Make strategic planning a dynamic part of the management system.
3. Effectively manage participation in the planning process.

The important issue is the idea that successful strategic management requires the participation of key personnel throughout the planning process. Richanbach and Riddell stress the importance of this link between the strategic plan as a document and the effective implementation of the strategic plan through the existing management system.

Strategic Planning For Logistics. During the past decade, several obvious trends have emerged in the U.S. business environment that have significantly affected the logistics arena, both in the commercial and military sectors (Coyle, Bardi, and Langley, 1992:519). In response, the logistics environment has been forced to take action. The biggest change has come in the form of increased interest in strategic management and strategic planning in logistics.

"Nearly all sectors of business and industry have begun to pay more attention to strategic management and strategic planning to respond to and take advantage of such innovative ideas such as global sourcing, distribution, and competition; mergers and takeovers; and generally stressful economic situations and opportunities" (Cooper, Innis and Dickson, 1992:1). In addition to the business trends, the recent push for increased customer service and satisfaction has driven organizations to produce top quality products and services on demand.

The customer has been placed into the driver's seat and has become a dominant factor in how business and government accomplish their missions. In the business sector,

companies use customer service and satisfaction as a "strategic weapon" to gain advantage within the industry or market. As a result of this increased attention to customer service, the logistics functions of the organizations have been thrust into the spotlight (Cooper, Innis, and Dickson, 1992:2). Traditionally, logistics has been a "behind the scenes"--"no-frills" part of the organization. Now the logistics functions have become a critical aspect of the organization. Logistics is the mechanism from which increased customer service and satisfaction can be achieved

As used in the book, <u>Strategic Planning For Logistics</u>, the term logistics refers to "activities such as purchasing, warehousing, inventory management, transportation, customer service, and the information systems to support these activities" (Cooper, Innis, and Dickson, 1992: 2).

The Council of Logistics Management (CLM) describes logistics as "the process of planning, implementing, and controlling the efficient, cost effective flow and storage of raw materials, in-process inventory, finished goods, and related information from point of origin to point of consumption for the purpose of conforming to customer requirements" (CLM, 1988).

The Society of Logistics Engineers (SOLE) offers a third aspect of logistics. They define logistics as "the area of support management used throughout the life of the product or system to efficiently utilize resources assuring the adequate consideration of logistics elements during all phases of the life cycle so that timely influence on the system assures an effective approach to resource expenditure" (SOLE).

These three versions of logistics range from simple activities and tasks, to planning and control, to finally, support management throughout the life cycle. It is easy to see there are several practical definitions of logistics. Logistics is whatever the organization needs or wants it to be, and it changes from organization to organization.

With logistics defined, it is important to integrate the logistics philosophy with the strategic management and planning to derive an understanding of the meaning of logistical strategic planning. Strategic planning for logistics is defined as:

> a unified, comprehensive, and integrated planning process to achieve competitive advantage through increased value and customer service, which results in superior customer satisfaction (where we want to be), by anticipating future demand for logistics services, and managing the resources of the entire supply chain (how to get there). This planning is done within the context of the overall corporate goals and plan. (Cooper, Innis, and Dickson, 1992: 4-5)

Now that strategy, strategic management, and strategic planning for logistics have been discussed, the next section will analyze the significant aspects of the Government Performance and Results Act.

The Government Performance and Results Act

The Government Performance and Results Act (GPRA) is the government's attempt to formalize the requirement and the need for strategic management throughout its organizations. The Government Performance and Results Act of 1993 is in its initial stages of implementation throughout the federal government. The recently-enacted law originated because public confidence in American government institutions had dwindled to an all-time low (Senate Report 103-58, 1993: 2). To counter this trend, the members of the Committee for Government Affairs realized action had to be taken to restore the American public's faith in the federal government system.

The public's basic impression of our government institutions reflected words of mismanagement, inefficiency, and ineffectiveness (Senate Report 103-58, 1993: 2). Public opinion polls conducted in the early part of 1993 indicated that this impression was particularly true with respect to the federal government, as both Congress and the

Executive Branch are held in low esteem by the American people (Senate Report 103-58, 1993: 3).

The average American believes that as much as 48 cents out of every federal tax dollar is wasted. In other words, the public believes that it is not getting the level and quality of government service that it is paying for (Senate Report 103-58, 1993: 2).

The Committee on Government Affairs and other supporters of the GPRA believe the key step in changing government behavior is to create a focus on results. "The Committee believes that a systematic measurement and reporting of program performance compared to pre-established goals would significantly improve the management habits of government agencies" (Senate Report 103-58, 1993: 3).

"At the time the GPRA was passed, congressional policymaking, spending decisions, and oversight were all seriously handicapped by the lack of sufficiently precise program goals and of adequate program performance information" (Senate Report 103-58, 1993:3). The Government Performance and Results Act has been enacted and is envisioned to be the answer to all of these problem areas.

Figure 2-3 lists the objectives of the Government Performance and Results Act. "The purpose of the Government Performance and Results Act of 1993 is to improve the efficiency and effectiveness of federal programs by establishing a system to set goals for program performance and to measure results" (Senate Report 103-58, 1993:2). The GPRA requires strategic planning for all federal government agencies. In essence, the GPRA will shift the focus of government managers from program inputs to program execution. The GPRA will attempt to do this by trying to change the perspective from one of efficient input resource expenditure to one of customer outcome creation (Senate Report 103-58, 1993:2). Managers will be required to monitor what results are being achieved and how well programs are meeting their intended objectives. In addition, the act will also promote managerial flexibility in exchange for accountability.

Government Performance and Results Act Objectives
1. Improve public confidence in government
2. Support management improvement and innovation
3. Focus oversight and strengthen accountability
4. Provide managerial flexibility in exchange for accountability

(Briefing Notes, Comptroller of the Department of Defense, 1994)

Figure 2-3. GPRA Objectives

Some of the most prominent provisions of the act revolve around strategic plans, annual performance plans, and annual performance reports. In addition, the initial implementation of the law requires several pilot projects under a preliminary study. Currently, five organizations within the Department of Defense are in the initial stages of implementation: Defense Commissary Service, Army Research Laboratories, Army Corps of Engineers, Air Combat Command, and Defense Logistics Agency.

Strategic Plans. The first phase of implementation requires the agencies to prepare 5-year strategic plans which state their missions and long-term goals. "These strategic plans are the starting point and basic underpinning for a system of program goal-setting and performance measurement that will be established throughout the federal government" (Senate Report 103-58, 1993:15).

Annual Performance Plans. In addition to the strategic plans, the agencies must also include annual performance plans for the agencies' program activities. "The annual performance plans are what provide the direct linkage between an agency's longer-term goals and what its managers and staff are doing on a day-to-day basis" (Senate Report 103-58, 1993:15). The make-up of these plans is of a hierarchical nature, showing annual performance goals to be accomplished at each level of the organization to enable the next level to meet its own goals.

Performance goals may relate to either "outputs" or "outcomes." The use of outcomes is considered to be the most important for policy purposes, but the use of outputs is usually considered a common and useful management tool. "A common weakness in program performance plans is an over-reliance on output measures, to the neglect of outcomes" (Senate Report 103-58, 1993:15).

An example to illustrate the difference between outputs and outcomes would be comparing the number of clients completing a job training program versus the increase in their rate of long-term employment. The number of clients completing the program is considered an output, whereas the increase in their rate of long-term employment is considered an outcome.

The Committee on Governmental Affairs believes it is important that the annual performance plans include goals for the *quality* of effort, as well as for the *quantity* of effort. "The plans should be as specific as possible to direct the daily operations of the agency, and at the same time; the plans should aim at achieving the long-term, general goals of the agency's strategic plan" (Senate Report 103-58, 1993:15).

One problem that is immediately evident is that not all government agencies have easily measurable goals. The problem here is that some managers may find it **too** easy to declare their agency unsuitable for measurable goals. If this happens, the "fundamental questions that must be answered are, what is the difference between a successful program and a failure, and between a well-run operation and a mismanaged one? If managers still believe the answer to be indefinable, supporters of the GPRA contend that this is an open invitation to waste, inefficiency, and ineffectiveness"--the very things the law is trying to eliminate and prevent (Senate Report 103-58, 1993:16).

Performance Reports. "Annual program performance reports are the feedback to managers, policymakers, and the public, as to what was accomplished for the resources expended--in other words, how well were the original goals met" (Senate Report 103-58,

1993:16). Although the information that is being tracked and measured is normally available to agency managers on a routine basis, the GPRA requires that specific information be reported on an annual basis. The information reported should match the goals of the previous performance plan.

In addition, the GPRA also asks that an explanation of goals not met be included in the annual performance reports. This explanation should include future changes or recommendations that would enable the agency to attain its goal and reflect an accurate picture of the agency's status.

The Committee on Governmental Affairs recognizes that, for the most part, federal managers are severely limited in their ability to shift resources within programs and to exercise managerial discretion. "Rather than being held accountable for results, managers are generally held accountable for following detailed and specific procedures, within programs whose structures are rigidly mandated" (Senate Report 103-58, 1993:17).

The Committee heard considerable testimony that governmental program results can often be improved if the balance between the two forms of accountability (results versus procedures) were shifted. Experience shows that other government forms have realized that managers can improve performance if they are given greater managerial flexibility to accomplish specific objectives and then held accountable for achieving those objectives (Senate Report 103-58, 1993:17).

"The freedom to be innovative and creative, and to marshal resources as seen appropriate, is one way to improve the morale and self-esteem of program staff" (Senate Report 103-58, 1993:17). For these reasons, the GPRA includes a provision for the granting of accountability and flexibility waivers. These waivers mean the opportunity to be exempt from certain specific types of non-statutory administrative procedural requirements in return for achieving greater program results than would otherwise occur.

The Office of Management and Budget would be the approval authority for any waivers. The conditions of any waiver and promised benefits would be clearly spelled out. The Committee hopes that efforts will be expended trying to adhere to the act instead of trying to preclude the act's primary intentions, but realizes the need for having exceptions.

Summary

This chapter provided the background information needed to understand the importance and relevance of this research. Both structure and strategy are important for an organization to be successful. The relationship between the two factors is insignificant compared to the presence of the two factors. In addition, there are many different types of organizational structure that require matching or compatible strategies. An organization's structure and strategy must be compatible.

Strategy, strategic management, and strategic planning for logistics are important concepts that are necessary elements of any organization. Some organizations require different strategic management methods than others. Also important to the discussion was the Government Performance and Results Act of 1993, which is the driving force behind strategic management in federal organizations. The GPRA contains very specific requirements that requires government organizations to be responsible for results in the form of outcomes. An organization's outcomes are distinctly different from its output. The GPRA creates the authority for government organizations to implement strategic management through the use of performance plans.

III. Methodology

Chapter Overview

This chapter introduces the methodology used during this study. The methodology established the procedures used to answer the three investigative questions initially presented in Chapter I:

Investigative Question 1:

Does the Government Performance and Results Act (GPRA) conform to a public or private strategy model?

Investigative Question 2:

Will the public structure (bureaucracy) present unique strategy implementation problems?

Investigative Question 3:

If the answer to question 2 is yes, what does the government have to do to bring its strategy and structure into better alignment?

Each of these investigative questions required a separate step in the methodology. The first question was answered by the in-depth analysis, or Literature Review, in Chapter II. The first investigative question was answered based on the extensive documentation of various authors included in the literature review. In addition, a model was developed as a result of the literature review which further supported and illustrated the government's classifications of structure and strategy. Within this model, there are four quadrants, each of which represent a strategy/structure relationship category. The government and government agencies are located in the category of public strategy and public structure. With this model as a guide and the information in Chapter II, the GPRA can be classified as conforming to the applicable model.

The second investigative question was answered using a combination of structured and unstructured interviews with logistics personnel from Air Force Materiel Command headquarters and subordinate unit agencies. The questions that were used attempted to identify the formal and informal communication processes between AFMC headquarters logistics functional areas and the subordinate field units. Also, the questions identified the formal and informal decision-making processes within AFMC for all levels.

The third investigative question was answered based on the results of the second question. Using the information gathered from the interviews and historical research, the third question was answered with a series of recommendations for changes that is found in Chapter V.

The results of the interviews are presented in Chapter IV, Findings and Analysis, and Chapter V, Conclusions and Recommendations. The remainder of this chapter identifies important issues concerning qualitative methodology, the type of methodology employed, and the importance of data collection.

Qualitative Methodology

"Qualitative methods are first and foremost *research* methods. Qualitative methods are techniques for finding out what people do, know, think, and feel by observing, interviewing, and analyzing documents. These types of methods can contribute to practical problem solving, decision-making, action research, policy analysis, and organizational or community development" (Patton, 1990:94).

Although qualitative methodology is not appropriate for every project or evaluation, there are appropriate uses of qualitative methods. There are certain purposes, questions, problems, and situations when the use of qualitative methodology is more appropriate than other methodology. The following sections provide a discussion of several critical areas of qualitative methodology and its appropriateness for this research.

Strengths and Weaknesses of Qualitative Methodology

One primary advantage to using qualitative methods is that it offers the evaluator the ability to study selected issues in depth and detail. Qualitative methods also allow the researcher to approach the study "without being constrained by predetermined categories of analysis which contributes to the depth, openness, and detail of the qualitative inquiry" (Patton, 1990:13).

In qualitative methods, *"the researcher is the measurement instrument"* of the study (Patton, 1990:14). Validity of qualitative research depends on the skill, competence, and thoroughness of the researcher. Depending on an individual's perspective, this validity factor could be considered either a strength or weakness of qualitative methodology. Patton believes that "because qualitative and quantitative methods involve differing strengths and weaknesses, they constitute alternative, but not mutually exclusive, strategies for research" (Patton, 1990:14). Both qualitative and quantitative methods may be employed to collect both quantitative and qualitative data in the same study.

Research Classification

"Research is the formal, systematic application of the scientific method to the study of problems; business-and-management research is the formal, systematic application of the scientific method to the study of business-and-management problems" (Gay and Diehl, 1992:6). The goal of business and management research follows from the goal of all science; which is to explain, predict, and /or control phenomena occurring in a work setting. "The major difference between research in business and management and other scientific research is the nature of the phenomena studied. It is more difficult to explain, predict , and control situations involving human beings than it is to control inanimate objects" (Gay and Diehl, 1992:7). This lack of control coupled with the complexity of

many variables operating in the work environment makes it difficult to generalize or replicate findings in business and management research (Gay and Diehl, 1992: 7).

This brings us to the next sections that classify research by purpose and method. Research studies can be classified in a variety of ways. Two primary approaches are to classify by purpose or by method. The classification by purpose is divided into two categories: "basic research or applied research" (Gay and Diehl, 1992:8; Patton, 1990:150). In addition, Patton further subdivides by purpose into summative evaluation, formative evaluation, and action research; whereas Gay and Diehl list three separate types of applied research that are similar to Patton's three additional purposes. Gay and Diehl subdivide applied research into evaluation research, research and development. and action research (Patton, 1990:150; Gay and Diehl, 1992:9).

The classification by method is divided into "five distinct types, kinds, or methods of research: historical, descriptive, correlational, causal-comparative, and experimental" (Gay and Diehl, 1992:8). After a brief look at purpose and method, this study will be classified by purpose and method based on the information presented.

<u>Classification of Research By Purpose</u>. "Classification of research by purpose is based primarily on the degree to which findings have direct application and the degree to which they are generalizable to other situations" (Gay and Diehl, 1992:8). Basic research involves the development of theory. "The purpose of basic research is knowledge for the sake of knowledge Applied research is concerned with the application of theory to the solution of problems" (Gay and Diehl, 1992:8). "The purpose of applied research is to contribute knowledge that will help people understand the nature of a problem so that human beings can more effectively control their environment" (Patton, 1990:153). Patton suggests that the difference between basic and applied research is that applied researchers try to understand how to deal with a problem while basic researchers

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try to understand and explain the basic nature of some phenomenon. According to Gay and Diehl, applied research includes:

1. Evaluation research, which is intended to support decision-making regarding the relative worth of two or more alternative actions.

2. Research and development, which is directed at the development of effective products that can be used in the marketplace.

3. Action research, which is concerned with immediate solutions to local problems. (Gay and Diehl, 1992: 9)

Patton recognizes three additional types of research by purpose. The first type, "summative evaluations examine and study specific programs, policies, and products in order to generalize about the effectiveness of the human action under investigation in an attempt to generalize other situations" (Patton, 1990:155). In contrast, formative evaluations "are limited to a focus on a specific context aimed at 'forming' the thing being studied. There is no attempt in formative evaluations to generalize findings beyond the setting in which the study is conducted" (Patton, 1990:156).

The final classification of research type by purpose under Patton's system is action research. "Action research is aimed at solving specific problems within a program, organization, or community. Action research is intentionally designed to become part of the change process by involving the people in the program or organization in studying their own problems in order to solve those problems" (Patton, 1990: 156). Although Patton, Gay and Diehl appear to have differing systems of research classification by purpose, both systems contain five types of research. The structure may appear different but the content is similar.

Classification of Research By Method. "Although there is sometimes a degree of overlap, most research studies represent a readily identifiable method, or strategy. Each method is designed to answer a different type of question" (Gay and Diehl, 1992:12).

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Gay and Diehl use a classification scheme that minimizes categories and maximizes differentiation, which places all research studies into one of five categories: historical, descriptive, correlational, causal-comparative, or experimental. The following paragraphs will provide a brief description of each category.

"Historical research involves studying, understanding, and explaining past events. The purpose of historical research is to arrive at conclusions concerning causes, effects, or trends of past occurrences that may help to explain present events and anticipate future events" (Gay and Diehl, 1992: 13).

Descriptive research :

> involves collecting data in order to test hypothesis or answer
> questions concerning the current status of the subject of the study.
> A descriptive study determines and reports the way things are.
> Common types of descriptive research involves assessing attitudes
> or opinions toward individuals, organizations, events, or procedures.
> Descriptive data are typically collected through a questionnaire
> survey, interviews, observation, or some combination of these
> methods. (Gay and Diehl, 1992: 14, 235)

"Correlational research attempts to determine whether, and to what degree, a relationship exists between two or more quantifiable variables. The purpose of a correlational study may be to establish a relationship, or the lack of it, or to use relationships in making predictions" (Gay and Diehl, 1992:15). Causal-comparative and experimental research can be described with similar characteristics. "Both methods attempt to establish cause-effect relationships; both involve group comparisons. The major difference between the two methods is that in experimental research the alleged 'cause' is manipulated, and in causal-comparative research it is not manipulated" (Gay and Diehl, 1992:16).

To determine which of the five methods is most appropriate for a particular study, Gay and Diehl developed a decision tree that asks the questions needed to arrive at the right method.

The decision tree in Figure 3-1; uses the following questions in order to determine the appropriate method:

1. Was the researcher attempting to establish a cause-effect relationship? If yes, the research is either causal-comparative or experimental. If no, skip to question 3.

2. Was the alleged cause, or independent variable, manipulated by the researcher? Did the researcher control who got what and what they got? If yes, the research is experimental; if no, the research is causal-comparative.

3. If question 1 was answered no. The next questions should be, was the researcher attempting to establish a relationship or use a relationship for prediction? If yes, the research is correlational. If no, the research is either historical or descriptive.

4. If the researcher is describing current conditions, the study is probably descriptive; if not, the research is probably historical. (Gay and Diehl, 1992:19-20)

| 1. Cause-Effect Relationship? | 2. Independent Variable Manipulated? | 3. Relationship Prediction? | 4. Current Condition? |

Yes — Experimental

Yes

No — Causal-Comparative

No

Yes — Correlational

No

Yes — Descriptive

No — Historical

(Gay and Diehl, 1992: 19)
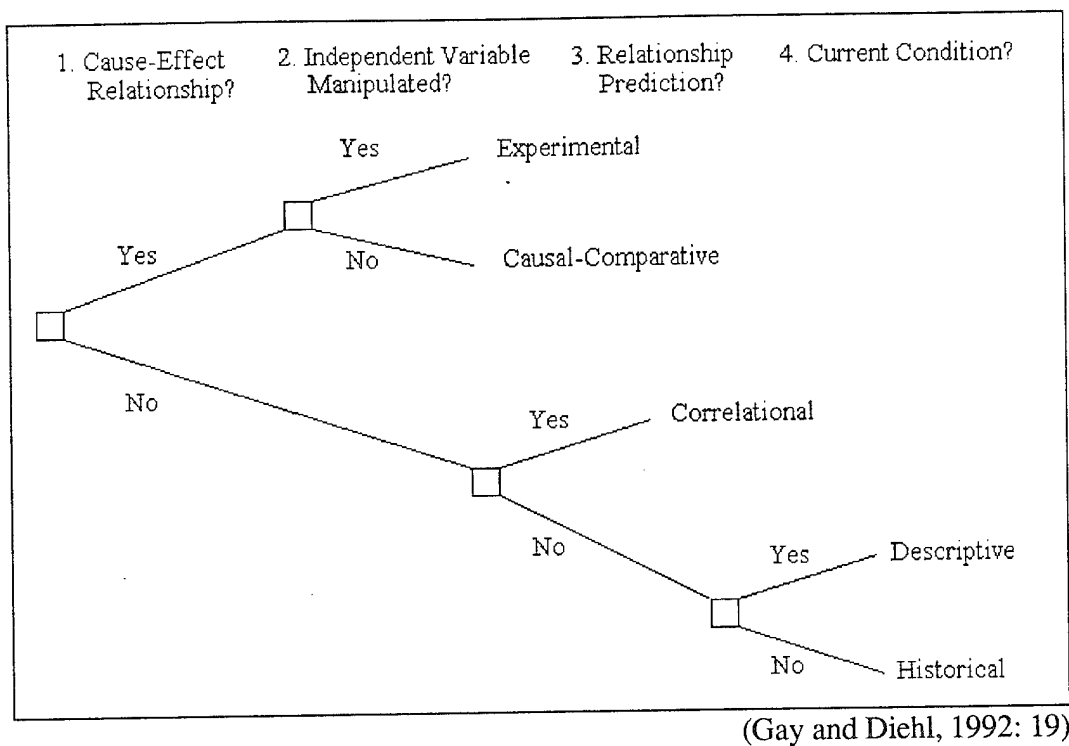
Figure 3-1. Decision Tree For Determining Methods of Research

Classification of This Research Effort. The previous sections illustrated the various classifications of research, and when they are appropriate to use. This research study used a combination of the classifications presented. First, for research purposes, this research design can be considered both basic and applied research. Using Patton's terminology, this research study can also be considered summative evaluation.

The basic research of the study is found in the literature review which is a compilation of relevant material needed to justify the problem. The applied portion of the study was the comparison of the public and private organizations, and the attempt to apply a private form of strategic management to the public organization with the Government Performance and Results Act. The summative evaluation was focused in the research where the study was trying to make an overall judgment about the effectiveness of the

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Government Performance and Results Act or private strategic management in the public organization.

The primary research method employed in this study can be considered descriptive research. When applying Gay and Diehl's decision tree to arrive at the appropriate method, the method that was derived was descriptive. The answer to question 3, 'Was the researcher attempting to establish a relationship or use a relationship for prediction?', was no. Since the research describes current conditions, the study was considered to be descriptive.

Another reason to justify the descriptive method was the use of personal interviews to answer the research and investigative questions. The use of personal interviews and questionnaires suggests the collection data in the form of attitudes and opinions toward individuals, organizations, events, or procedures. This study collected people's opinions about the communication and decision-making processes within the Air Force Materiel Command logistics arena.

Data Collection

"Qualitative methods consist of three kinds of data collection: in-depth interviews, open-ended interviews; direct observation; and written documents" (Patton, 1990:10). The data from interviews:

> consist of direct quotations from people about their experiences, opinions, feelings, and knowledge. The data from observations consist of detailed descriptions of people's activities, behaviors, actions, and the full range of interpersonal interactions and organizational processes that are part of observable human experience. Document analysis in qualitative inquiry yields excerpts, quotations, or entire passages from organizational, clinical, or program records; official publications and reports; and open-ended written responses to questionnaires and surveys. (Patton, 1990:10)

This study used a combination of all three qualitative data collection methods. Interviews were conducted with AFMC headquarters and subordinate field unit logistics personnel. A small part of the study was based on observations of AFMC personnel during on-site visits. Documentation analysis was found within the Congressional reports of the Government Performance and Results Act and AFMC regulations and manuals that formally direct and guide the decision-making and communications processes within the logistics functional area. The majority of the data from the study was derived from open-ended interviews with AFMC personnel.

Interviews. "The purpose of interviewing is to find out what is in and on someone else's mind. The purpose of open-ended interviewing is not to put things in someone's mind but to access the perspective of the person being interviewed" (Patton, 1990:280). Usually interviews are conducted to find out information from people that the interviewer cannot directly observe. Patton specifies that the issue is not whether observational data is more desirable, valid, or meaningful than interview data; but that not everything can be observed. Feelings, thoughts, intentions, and attitudes are not readily observable. Therefore, "qualitative interviewing begins with the assumption that the perspective of others is meaningful, knowable, and able to be made explicit" (Patton, 1990:280).

Summary

This chapter introduced the methodology used during this study. The methodology was described from a technical perspective, and as it was applied in the research. The methodology used in the study was justified through the analysis of valid qualitative methodology documentation. The methodology provided a proper foundation to answer the investigative questions that were presented in Chapter I.

In addition to describing the research methodology, several important issues of qualitative methodology were discussed to provide a balanced and informative methodology description. The issues that were presented were: strengths and weaknesses of qualitative methodology, research classification by purpose and method, and the importance of data collection methods. The next chapter will provide the findings of this study, and the final chapter will present the conclusions and recommendations of this study.

IV. Findings and Analysis

Chapter Overview

This chapter presents the findings and results of the research study. The results are organized by investigative question, for each of the three investigative questions originally presented in Chapter I. The results of the first investigative question are primarily based on the literature review that was presented in Chapter II. The first investigative question translated into a model that was developed as a result of the literature review. The results of the second investigative question are based on the structured and unstructured interviews with logistics and strategic planning personnel from the Air Force Materiel Command headquarters and subordinate unit agencies, as well as documentation gathered during the interviews from both the logistics and strategic planning personnel. The results of the third investigative question are also based on the information gathered from the interviews but as a direct relationship to the results of the second investigative question.

Investigative Question Number One

The study's first investigative question was:

Does the Government Performance and Results Act (GPRA) conform to a public or private strategy model?

As previously mentioned in the Chapter Overview of Chapter III, the first investigative question is answered by the in-depth analysis of the Literature Review in Chapter II. As a result of this extensive documentation of various authors, a model was developed that supports and illustrates the government's classifications of structure and strategy as public.

The model is depicted in Figure 4-1 below:

STRUCTURE

S T R A T E G Y		Private	Public
	Private	Typical Commercial Business - Profit Driven	Municipal Hospital
	Public	ACLU Greenpeace	Government Agencies

(L'heureux, 1995)
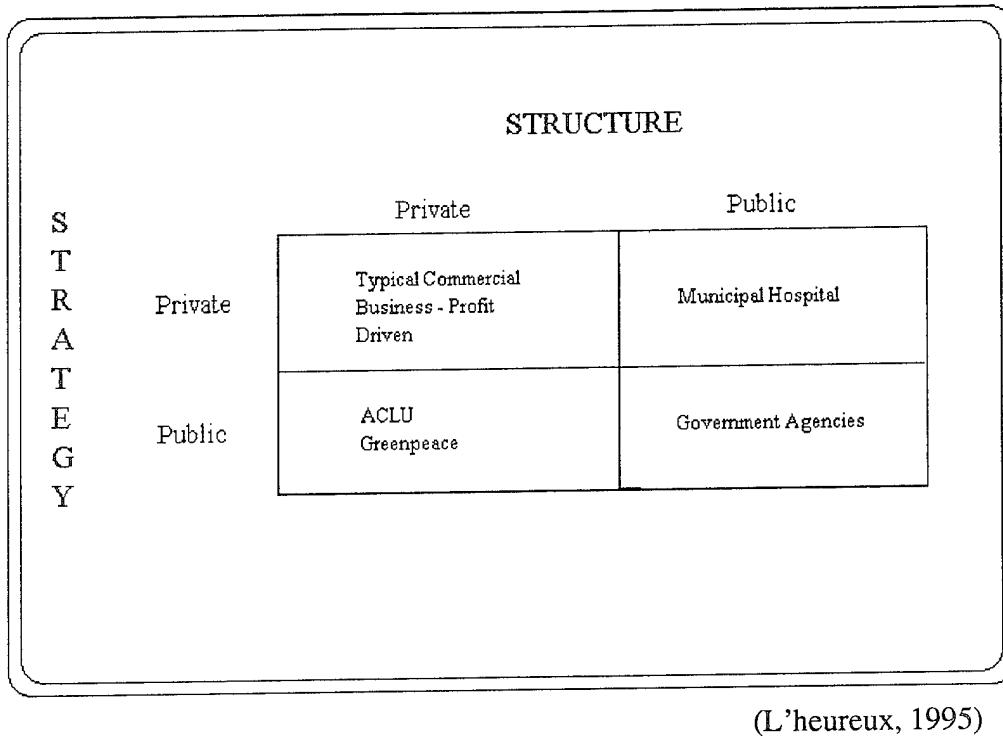
Figure 4-1. Strategy-Structure Model

Within this model, there are four quadrants, each of which represents a strategy/structure relationship category. In the top-left quadrant there is private strategy/private structure organizations. In the bottom-left there is public strategy/private structure organizations. The top-right represents private strategy/public structure, and the bottom-right represents public strategy/public structure.

Based on the literature review documentation in Chapter II, this study classifies the government and government agencies as public strategy and public structure. With this model as a guide and the documentation in Chapter II, the Government Performance and Results Act can be classified as conforming to a public strategy model.

Investigative Question Number Two

The study's second investigative question was:

Will the public structure (bureaucracy) present unique strategy implementation problems?

To answer this question, one of the first steps was to determine the current structural alignment within the Air Force Materiel Command Headquarters, including the structural relationship with its subordinate field agencies. This information was determined through the use of structured and unstructured interviews with AFMC strategic planners and logistics personnel, an in-depth research of AFMC policies and procedures, as well as with the extensive documentation within the literature review in Chapter II.

Command Management Framework. Air Force Materiel Command operates under a unique "Command Management Framework," that was implemented after the merge of the two former commands, Air Force Logistics Command (AFLC) and Air Force Systems Command (AFSC). Prior to the merger of the commands, AFLC was responsible for the sustainment of weapon systems, and AFSC was responsible for the acquisition of weapon systems in stovepiped functions.

"The new framework merged the two primary functions into AFMC's cornerstone Integrated Weapon System Management (IWSM). Integrated Weapon System Management is AFMC's management philosophy for acquiring, evolving, and sustaining Air Force products" (Farnell, 1995:10). It empowers a single manager with the authority over the widest range of decisions and resources to satisfy customer requirements throughout the life cycle of the product. The Command Management Framework brings together planning and decision-making through quality leadership, quality resources, and effective teamwork (Farnell, 1995:11).

Within this Command Management Framework, there are five mission elements that operate with a specific mission focus. AFMC field commanders focus their

management attention across these five mission elements and use a Mission Element Board (MEB) to conduct their business. The MEB includes stakeholders (customers) from within and outside the command. The five mission elements are:

1. Product Management (PM)

2. Support & Industrial Operations (SIO)

3. Science & Technology (ST)

4. Test & Evaluation (TE)

5. Base Operating Support (BOS)

In addition to these five functionally aligned mission elements, the headquarters staffs' role is to provide support and common policy for the mission elements. The command functionals, such as the Directorate of Logistics (LG) for the Support and Industrial Operations, are responsible for ensuring the command resources and processes are available to support the mission elements.

With this Command Management Framework in mind, it is important to understand the command planning philosophy that is in effect within AFMC. "The command planning philosophy defines the relationship between Air Force planning, command planning, and the mission element planning" (Farnell, 1995:14). All direction and guidance begins with the Air Force vision and mission, goals, and objectives are developed from the Air Force vision. The mission elements contribute to the successful accomplishment of command goals through supporting objectives. In addition, the staff and center objectives also contribute to the command and mission element goals and objectives.

This Command Management Framework manages the flow of information, decision-making, and accountability throughout the command. Field units, such as the

product centers, air logistics centers, labs, or test centers report through their appropriate mission element depending on function. In some cases, functional areas may report to more than one mission element. An example of this is found in the logistics area. Both the supply and transportation areas have functions that report to more than one mission element. Supply must satisfy the requirements for the Support & Industrial Operations, Base Operating Support, Test & Evaluation, and the Science & Technology mission elements. Transportation must satisfy the Base Operating Support and the Support & Industrial Operations mission elements. This type of overlapping into several mission elements is common throughout the various functional areas of the command.

In addition to the mission elements, the functional areas are operational aligned in a normal or traditional mission framework. In the supply example, the supply function (squadron) reports to the LG or logistics commander at base/wing level. In turn, the LG reports to the wing/center commander; the center commander reports to a numbered Air Force (NAF) and the NAF reports to the major command (MAJCOM). This is a generalized example of the traditional supply chain of command that is found in AFMC which might take on different titles or positions depending on the organization.

Now that the structural alignment of AFMC has been determined, the next step is to report on the results of the structured and unstructured interviews. The questions that were used during the interviews are documented in Appendix C.

Interview Results. The interview questions are divided up by general category to facilitate the integration and reporting or results. The five categories used are:

1. Flow of information
2. Decision-making processes
3. Organizational effectiveness
4. Strategic management
5. Government Performance and Results Act

Each of these five categories includes an integration of the interview responses from the applicable questions. The following Table 4-1, represents the general category or topic with the corresponding interview questions.

Table 4-1. Interview Questions By Category

Category of Questions	Interview Questions By Number
Flow of Information	Questions 1-3
Decision-Making Processes	Questions 4-5
Organizational Effectiveness	Questions 6-10
Organization Strategic Planning	Questions 11-13
Government Performance and Results Act	Questions 14-17

The next table, Table 4-2, identifies the organizations that were represented in the study and the corresponding page number for the interview results.

Table 4-2. Organizational Interview Results

Organization	Interview Results--Page #
HQ AFMC/LGT	D-1
HQ AFMC/LGTX	D-6
HQ AFMC/LGS	D-10
HQ AFMC/LGSP	D-14
HQ AFMC/LGSF (Strategic Planner)	D-18
HQ AFMC/XPV	D-22
88th Supply Squadron, WPAFB--LGS	D-27
88th Supply Squadron, WPAFB--LGSP	D-31

Flow of Information. Each of the people interviewed expressed the views that there was both a formal and an informal flow of information in their organization. Within each of the various organizations, the formal flow of information appeared to be a traditional one. The existence of a traditional flow of information centered around the chain of command and information flowing up and down the chain of command of the organization. The informal information flow was identified to be in the form of "off the record" information, "head's-up" information, rumors, and sometimes unofficial email and correspondence. Information was passed between levels of an organization and other organizations in informal and unofficial media.

Decision-Making Processes. Questions four and five of the interviews involved the decision-making processes of the organizations. Most of the people interviewed expressed the view that decisions were made at the top-level of the organization with input from the lower levels of the organization. The headquarters logistics organizations have staff roles that act in an advisory capacity to the Director of Logistics (LG). The headquarters organizations are decentralized and make their own decisions about things that are internal to their organizations. For decisions that affect the entire command or outside agencies, the headquarters organizations use a balloting process to receive input from field agencies.

The balloting process involves the headquarters organization sending out requests for recommendations to each applicable base or center. The balloting process is not used as often as it once was because many decisions that must be made at the headquarters level are made under severe time constraints or do not require input from the field agencies.

The strategic planners agreed with the top-down decision approach at the headquarters level. They operate on standing directives that are the Commander's Policy and AFMC Policy Directives. Most everything that they do is supported or is in support

of these guiding directives. There is little room for lower-level input from the field units on most policy and directives that come from DOD or the Air Staff. To summarize the results of the decision-making questions, it appears that the frequency of responses indicate that within AFMC logistics and plans communities, decision-making is made from the top-down.

Organizational Effectiveness. Interview questions six through ten deal with organization effectiveness and Quality Air Force. The interview results indicate that the primary measure of organizational effectiveness within AFMC is through the use of metrics. The metrics measure the effectiveness of specific functional areas within the logistics community. Both supply and transportation use metrics to measure effectiveness within the command as is required by the appropriate Mission Element Board. The headquarters logistics staff compiles the measurements for the command, and reports the results through the appropriate Mission Element Board. As mentioned previously, both supply and transportation are required to report to more than one MEB.

Initially, when the use of metrics for the logistics organizations was first implemented, the headquarters and field units were tasked to decide on appropriate measurements. Because of the significant differences in missions throughout the bases in the command, it was difficult to decide on the most important measurements. Based on this lack of consensus and indecision, the metrics were ultimately selected by the headquarters staff, with the final approval of the LG.

From the point of view of a field unit that is subordinate to the headquarters, the 88th Supply Squadron provides raw data to the headquarters supply division for overall command compilation. In turn, the headquarters supply personnel compile the measurements for the command and provide the metrics to the appropriate Mission Element Board for review. The LG at headquarters is in the normal review chain for all measurements and reviews the metrics as the chair of the Support & Industrial Operations

Mission Element Board. Several different directorates chair the other Mission Element Boards which means that other people review logistics measurements.

The strategic planners provided a perspective that was distinct from the logistics people. Although the logistics divisions at the headquarters were the compilers of the command measurements, they were not in control of the data. The same situation exists for the strategic planners except that as a planning function the only way to measure the success of their organization was through the successful implementation of plans and programs. The planners measured the effectiveness of their organization through the success of other organizations--planning organizations at field units as well as other organizations within the headquarters. For this type of organizational effectiveness measure, typically, metrics do not exist in the true sense of metrics as measurements. Instead, the planning division measures effectiveness through a more qualitative measure.

One area that the strategic planners considered to be very important was the concept of Quality Air Force. The strategic planning division at headquarters considered quality as a sub-function of their strategic planning operation. Throughout the command many organizations considered strategic planning as a sub-function of quality. This structural or philosophical difference caused a significant difference in emphasis and strategy from base to base.

Overall, there appeared to be a significant consensus of how organizational effectiveness is measured throughout the command. The organizations measure effectiveness through the use of designated or standard metrics that are required to be reported through the appropriate command organization to the mission element board that presides over that functional area. The headquarters organizations do not have control over the measurements but act as statisticians for the command. The field organizations provide the required data with little control over what is being measured or how their organizational effectiveness is rated.

Investigative Question Number Three

The study's third investigative question was:

If the answer to question two is yes, what does the government have to do to bring its strategy and structure into better alignment?

To answer this question, the results of the remaining questions from the structured and unstructured interviews must be reported and analyzed. This question is directly related to the answer of investigative question number two.

Organizational Strategic Planning. Interview questions eleven through thirteen deal with the strategic planning of the organizations under study. The questions that were asked dealt with whether the organization was conducting strategic planning, was involved with the strategic planning process of the parent organization, and if the people within the organization had training on strategic planning and how to implement it.

The following table, Table 4-3 identifies the organizations responses to interview questions number eleven through thirteen.

Table 4-3. Organizational Strategic Planning

Organization	Strategic Planning Conducted in Organization?	Participated In Parent Organization Planning?	Received Training In Strategic Planning?
HQ AFMC/LGT	Yes	Yes	Yes
HQ AFMC/LGTX	Yes	Yes	No
HQ AFMC/LGS	Yes	Yes	No
HQ AFMC/LGSP	Yes	Yes	No
HQ AFMC/LGSF (Strategic Planner)	Yes	Yes	No
HQ AFMC/XPV	Yes	Yes	Yes
88th Supply Squadron, WPAFB	Yes, but not called strategic planning	No	No
88th Supply Squadron, WPAFB	Yes, but not called strategic planning	Yes	No

From the table above, it appears that all of the organizations that were interviewed are involved in some form of strategic planning. Most of the organizations were at the beginning of the planning process. Both supply and transportation at the headquarters level were actively conducting "off-sites" in pursuit of their organization's missions, goals, and objectives. The three-letter offices, LGS and LGT, believed that what they were doing was part of a bigger plan for their parent organization, the LG.

The strategic planning division of AFMC conducts strategic planning for the commander as their normal duties. In addition to strategic planning, they are involved in many other quality initiatives, benchmarking, and corporate comparisons. Their primary responsibility as the command's strategic planning division is to advise and guide the AFMC commander.

At the field level, the 88th Supply Squadron was actively participating in programs that could be categorized as strategic planning. The commander and his staff were well-informed of strategic planning initiatives in the Air Force. They had recently received direction through their local chain of command to conduct and implement strategic planning within their organization. Although squadron members were conducting strategic planning for their organization, they did not believe that they were part of their parent organization's strategic plan nor were they helping in the process. Based on their knowledge, each of the organizations within the 88th Logistics Group was operating on their own. They had not received direction to consolidate plans at the group level.

Most of the people interviewed had not received any type of training in strategic planning. The strategic planners attended courses as they were available but a step by step training program for strategic planners did not exist. Many of the people within the strategic planning division had learned their jobs through "on the job training" and had to rely on their own initiative.

Within the headquarters logistics organization, the LGT, Director of Transportation was the only other individual that had received training in strategic planning. He previously attended the Resource Manager's Course, that is currently the Logistics Group Commander's Course, where a short introduction on strategic planning was presented.

There appeared to be some type of initial or informational training in strategic planning conducted at the field unit level. Individuals from the 88th Supply Squadron had attended briefings conducted by the Aeronautical Systems Center (ASC) and the 88th Logistics Group. The briefings from ASC were informational in that they introduced some of the current initiatives within the Air Force, DOD, and the government, such as the Government Performance and Results Act.

Many of the people at the unit level were indirectly involved with strategic planning. Within one flight, one individual was not aware of anything about strategic planning. Within that same flight, there was another individual that was in touch with local strategic planning initiatives and aware of things that were happening on a bigger scale. Based on the fact that the commander and flight chiefs avoided labeling any of their initiatives as strategic planning, could explain why all of the individuals were not cognizant of the strategic planning terminology. The commander preferred to label their programs as customer service initiatives, commitment and improvement as opposed to labeling them with strategic planning "buzz" words.

These results appear to be significant because of the gap in the level of knowledge between individuals who work in close proximity within the same organization. Within the supply squadron, I would have to say I met one of the most knowledgeable people in regards to strategic planning and current initiatives. In contrast, within the same organization, there were also individuals that were not aware of strategic planning within

their units. This finding may not be important, but I believed it was unusual enough to be mentioned.

Government Performance and Results Act. The final four interview questions concerned the Government Performance and Results Act of 1993. The questions asked whether the individual was aware of the act; what kind of impact the act may have on their organization; if there was any preliminary action being taken within their organization in preparation for the GPRA; and if they believed the GPRA would be effective in their organization. The following table, Table 4-4, Organizational Knowledge About GPRA, identifies the organizational responses to the last four interview questions.

Table 4-4. Organizational Knowledge About GPRA

Organization	Familiar With GPRA?	Impact On Organization?	Preliminary Action Taken?	Will GPRA Be Effective in Your Organization?
HQ AFMC/LGT	No	N/A	None	Can't Predict
HQ AFMC/LGTX	Yes, no details known	Don't Know	None	Don't Know
HQ AFMC/LGS	No	N/A	None	N/A
HQ AFMC/LGSP	No	N/A	None	N/A
HQ AFMC/LGSF (Strategic Planner)	No	N/A	None	N/A
HQ AFMC/XPV	Yes, definitely	Maybe	Yes, have division focal point	Yes, it can be
88th Supply Squadron, LGS	Yes	Don't Know	None	Can't Predict
88th Supply Squadron, LGSP	Yes	Don't Know	None	Can't Predict

Looking at the previous table of interview responses, it appears that few people within AFMC headquarters and subordinate organizations are familiar with the

Government Performance and Results Act. Those people that are familiar with it have only heard of it in passing and have not received any formal communication or direction about it. The strategic planning division is the one organization that has both knowledgeable people and an understanding of the possible impact to other organizations. Although the strategic planners are aware of the new law, they are not fully involved with its implementation within AFMC. They are currently monitoring the progress of the pilot projects in an attempt to streamline their efforts when they become fully engaged with implementation.

Although the strategic planners are not actively implementing the requirements of the GPRA, I made an interesting observation. From the time that I made the initial contact with one of the strategic planners and requested the opportunity to interview him, to the time when I conducted the interview with him (timespan of about one week), he had been assigned the responsibility of being the primary focal point for the GPRA within AFMC/XP. The reason that he gave me for this change was that the division was about to become more actively involved with the GPRA and its requirements, and the commander (AFMC) would soon be getting direct status reports on a regular basis. Up until this change, he expressed the notion that AFMC was in a "wait and see" mode to determine which was the best course of action to take.

The individuals that were the most knowledgeable about the GPRA, aside from the strategic planners at AFMC headquarters, were the individuals at the 88th Supply Squadron, WPAFB. In particular, one flight chief impressed me with her knowledge of the law and its requirements that she researched herself over the Internet's World Wide Web. She had first learned about it during a briefing with the Aeronautical Systems Center (ASC) and became interested in it enough to research it on her own. Although she was well aware of its requirements, she was not aware of any action being taken at any level within the Aeronautical Systems Center or the wing.

Based on the results of the interviews, the answer to investigative question number two is yes, which means that the possibility exists that there may be implementation problems for the Government Performance and Results Act within AFMC. Based on the public structure of the command, the government must take action to bring its strategy and structure into better alignment.

Since the answer to investigative question number two is yes, there is a requirement to answer investigative question number three in the study because the two questions are directly related. The answer to investigative question number three will be addressed in Chapter V, as part of the conclusions and recommendations.

Summary

This chapter presented the findings and analysis of the research study. The findings to the first investigative question were based entirely on the literature review documented in Chapter II. As a result of this literature review, a model was developed that further supports and illustrates the government's classifications of public structure and public strategy. The government is classified as public structure and public strategy that falls in the lower right quadrant of the model. Based on the literature review and the classification of the model, the government and government agencies can be classified as conforming to a public strategy model. Therefore, the Government Performance and Results Act should be classified as conforming to a public strategy model.

Investigative questions number two and three were answered using structured and unstructured interviews with AFMC logistics and strategic planning personnel. The questions from these interviews focused on the communication and information flow within organizations; the decision-making processes within the organization; the measures of organizational effectiveness; existence and knowledge of strategic planning within the organizations; and the level of knowledge of the Government Performance and Results

Act within the organization. The individual responses from each of these groups of questions allowed an accurate illustration of the organization to be reflected. With these organizational blueprints, the answers to the investigative questions became apparent. The next chapter introduces the conclusions and recommendations of the study based upon the study's findings.

V. Conclusions and Recommendations

Chapter Overview

This final chapter presents the conclusions and recommendations of the research study. The conclusions and recommendations are based upon two primary sources. The first source is the in-depth literature review of Chapter II that presented a thorough documentation of strategy, strategic planning, strategy and structure, and the Government Performance and Results Act. The second source is the information gathered from the personal interviews that were conducted with Air Force Materiel Command headquarters logistics and strategic planning personnel and 88th Logistics Group personnel.

Research Issues

Research Question. The study's research question was:

What factors does the Air Force Materiel Command need to consider to successfully implement the Government Performance and Results Act of 1993? This question was answered by a combination of methods. The first source of information was the literature review in Chapter II that provided an extensive documentation of strategy, structure, and the Government Performance and Results Act. As a result of this in-depth documentation, a model was developed that accurately characterized the government and government organizations as having both public strategy and public structure. The government is characterized as an organization, or organizations, with both a public form of structure and a public form of strategy.

The primary factor that the Air Force Materiel Command needs to consider is the alignment between strategy and structure for both the organization and the GPRA. Based on the interpretation of the GPRA and the structural alignment of government organizations, a significant gap is perceived to exist. The following section will further

5-1

describe the perceived differences between the GPRA requirements and the organizational structure and strategy of government organizations.

Investigative Questions. The study's investigative questions were:

1. Does the Government Performance and Results Act conform to a public or private strategy model?

2. Will the public structure (bureaucracy) present unique strategy implementation problems?

3. If the answer to question 2 is yes, what does the government have to do to bring its strategy and structure into better alignment?

The previous chapter presented the results of the study that enabled us to answer the first two investigative questions. Through the detailed literature review in Chapter II and the subsequent model that was developed, sufficient evidence was provided to determine that the government was characterized as having both a public strategy and public structure. Through the analysis of the Government Performance and Results Act in the literature review in Chapter II, it has been determined that the GPRA fits a private structure and strategy better than a public strategy and public structure. Based on the wording in the law and the interpretation of its requirements, the GPRA seeks to invoke a "bottom-up" approach to organizational structure and design. As previously described in the literature review in Chapter II, a "bottom-up" approach focuses on combining specialized tasks into larger sets of tasks. Hodge and Anthony describe the bottom-up approach as a synthesis that is often used during periods of retrenchment when organization growth has stabilized or even declined, because combining tasks often eliminates positions, jobs, and sometimes even entire units (Hodge and Anthony, 1991:299-300).

On the other hand, the GPRA is interpreted as requiring a bottom-up approach to organizational development. Based on the public structure and strategy of the government and government organizations, the bureaucracy form of organization accurately describes

that the government reflects a "top-down" organizational approach. "The top-down approach looks at the overall work of the organization at the top and splits this into increasingly more specialized tasks as one moves from the top to the bottom of the organization" (Hodge and Anthony, 1991:299). Based on the documentation in the literature review, it has been determined that the government can be accurately diagnosed as possessing the characteristics of a top-down, bureaucratic organization.

Because the government is characterized as having both a public structure and public strategy, there appears to be a direct conflict between the requirements of the GPRA and the current organizational structure and strategy of the government. There appears to be a significant gap between the requirements of the GPRA and the capabilities of the government with its present organizational structure and strategic alignment. This leads us to one of our most significant findings and recommendations of the study.

Recommendations

Several recommendations are provided based on the documentation from the literature review in Chapter II and the interviews conducted with headquarters AFMC logistics and strategic planning personnel. These recommendations are divided into two categories. The first category, Recommendations For Improvement, addresses several areas of improvement that are directly related to the findings of the study. The second category, Recommendations For Further Study, presents several ideas for future study.

Recommendations For Improvement. Based on the information collected during the structured and unstructured interviews, it is evident that the Air Force Materiel Command logistics community is taking an active step toward implementing strategic planning within their organizations. Since one of the GPRA's primary requirements is for all government agencies to conduct strategic planning within their organizations, it would appear that AFMC is far ahead of any legal directives. The problem is not that AFMC is

actively implementing strategic planning but in the interpretation of the GPRA. The GPRA requires a bottom-up approach to strategic planning which would mean that the lowest level within an organization would have input into its parent organization's strategic plan. On the surface, this appears to sound feasible but when the government organization is closely examined, it is obvious that the bureaucratic organization of the government lends itself to a top-down organizational approach as opposed to the bottom-up approach of the GPRA.

The interview responses substantiate this finding. In most of the organizations, it was apparent that all attempts to solicit input from the lowest levels was unsuccessful. Whether it was creating measures of effectiveness or improving on existing standards, it was inevitable that the top-down approach was ultimately successful in the long run.

One recommendation from this study is that the GPRA be modified to accommodate the organizational structure and strategy of the government. The basic requirements of the GPRA do not need to be altered, but instead the method in which the GPRA is implemented should be refined. This refinement could be as minor as changing the focus from a bottom-up strategic planning function to top-down focus.

The second issue for recommended improvement addresses the use of metrics within the Air Force Materiel Command. Throughout the structured interviews, it was readily apparent that all organizations throughout the command were fully enveloped in the use of metrics. Whether it was the headquarters staff or a field unit, all organizations played a key role in the use of metrics. Although metrics are a positive and active measurement tool, it appeared that the organizations using them were overly burdened with the task of using metrics as opposed to using them for improvement within their organization. Many hours were expended at various levels within the organizations to provide data as a requirement for the metrics but very little time was expended improving the operation.

Another recommendation for improvement as a result of this study is that the use of metrics be slowed or minimized so that all organizations may benefit from their use. Metrics are a very powerful measurement tool and may be more successful in the future when all organizations are on equal ground and are capable of utilizing them to the fullest extent.

The third and final issue to be addressed for recommended improvements is the idea of the informal matrix. The current command management framework is a unique form of an organizational matrix. Within the command management framework, there are five mission elements that are matrixed throughout the geographical centers as well as the operational centers. This structure provides a unique, yet confusing organization that is divided between mission element commitment and strict operational and organizational commitment. This type of matrix structure is found in varying degrees throughout the command in several different centers. In a smaller and more concentrated environment, the matrix organization appears to be successful. On a larger and more diverse scale, this matrix organization appears to be disruptive to more traditional schools of thought.

Another recommendation for improvement as a result of this study is to reconfigure the mission elements within the command management framework. Although the command management framework concept appears to be successful on the surface, a closer look shows that organizations appear to be disjointed because complete organizations are torn in many different mission element directions. The conceptual idea of the command management framework is a successful one that has been taken from private industry so there is not a question of its capability for success. A slight revision to the existing command management framework may be an improvement to the existing organization. One reason for this suggested re-configurement is that organizations might find it easier to understand if they are not supporting more than one mission element.

Organizations are distracted by the number of mission elements they are reporting to in addition to the traditional chains of command.

Recommendations For Further Study. The Government Performance and Results Act of 1993 is just beginning to take affect within the Department of Defense. There are several aspects of the GPRA that would be both useful and interesting that are recommended for further study. First of all, the pilot programs that have been underway are experiencing many roadblocks and problems that may be prevented in organizations that have not yet begun their implementation programs. A case study type of research on any of these pilot programs would be a very useful and productive tool for future implementation requirements.

Secondly, throughout this study, several observations were made that illustrated the degree to which people and organizations were learning about the GPRA. A case study or cross-case analysis of organizations that are currently not involved in the GPRA is also an area that is recommended for future research.

Finally, the GPRA must be monitored along its course of implementation for efficiency and effectiveness. There will be milestones along the implementation process that must be measured in terms of efficiency and effectiveness. The GPRA must meet these requirements for efficiency and effectiveness. The initial reason for passing a law such as the GPRA was to make organizations more efficient and effective and to win back the faith of the American public. If research proves or disproves the effectiveness of the GPRA, then the law and its requirements must be adapted to meet the initial demands of its originators. Research must monitor the progress of the law. If it does not fulfill its original requirements, appropriate action should be taken.

Summary

The objective of this research was to evaluate the ability of the Air Force Materiel Command to successfully implement the Government Performance and Results Act of 1993. The intent of this objective was to ultimately identify potential structural factors which would either facilitate or impede successful implementation of the GPRA.

This chapter provided the conclusions and recommendations of the study. The conclusions and recommendations were based on the in-depth literature review in Chapter II and the personal interviews conducted with headquarters AFMC logistics and strategic planning personnel.

It is my hope that this thesis has provided valuable background information on the Government Performance and Results Act and recommendations for improvement that will prove to be successful for those organizations that will soon be directed to implement and comply with the requirements of the GPRA.

Appendix A: Glossary of Acronyms

AFB   Air Force Base
AFIT   Air Force Institute of Technology
AFLC   Air Force Logistics Command
AFMC   Air Force Materiel Command
AFSC   Air Force Systems Command
ASC   Aeronautical Systems Center

BOS   Base Operating Support

CLM   Council of Logistics Managers

DOD   Department of Defense

FM   Financial Management

GAO   General Accounting Office
GIM   Graduate Inventory Management
GPRA   Government Performance and Results Act

HQ AFMC Headquarters Air Force Materiel Command
HQ USAF Headquarters United States Air Force
HUD   Housing and Urban Development

IPT   Integrated Process Team
IWSM   Integrated Weapon System Management

LG   Logistics Group/Logistics Group Commander
LGs   Logistics Group Commanders
LGS   Logistics Group-Supply
LGSF   Logistics Group-Supply-Fuels
LGSP   Logistics Group-Supply-Policy and Procedures
LGT   Logistics Group-Transportation
LGTX   Logistics Group-Transportation-Plans

MAJCOM   Major Command
MEB   Mission Element Board

NAF   Numbered Air Force
PM   Program Management

QAF   Quality Air Force

RM   Resource Manager

SIO   Support & Industrial Operations
SOLE   Society of Logistics Engineers
ST   Science & Technology

TDY   Temporary Duty
TE   Test & Evaluation
TQM   Total Quality Management

USAF   United States Air Force

WPAFB   Wright-Patterson Air Force Base

XP   Plans Directorate
XPV   Plans-Strategic Planning Division

Appendix B: Pre-Interview Letter

25 May 1995

MEMORANDUM FOR INTERVIEWEES

FROM: AFIT/LAA (Capt Liguori)
    2950 P Street
    WPAFB, OH 45433-7765

SUBJECT: Thesis Interview Questions

1. Thank you for assisting in my thesis research. All responses to interview questions will be strictly confidential. No individuals will be addressed in the study. All information gathered will be used solely to collect information about the communication and information flow throughout various levels within the AFMC organization. The purpose of my thesis is to determine both the formal and informal structures within AFMC to measure the suitability for the Government Performance and Results Act within Air Force organizations.

2. The attached list of questions will be used to conduct interviews to complete my thesis research. During the interview I may ask additional questions depending on the direction that the questions and answers are leading. The questions are intended to gather information about the flow of information between several levels within an organization.

3. The interview questions will address the communications and decision-making processes within the logistics and plans communities of AFMC. Also, the questions will address the formal and informal flow of information and decision-making processes within the command. In addition, the questions will seek to identify how each organization measures organizational effectiveness, as well as the amount of input each level has on the measurement and how the measurement is identified. Finally, the questions will address strategic planning and the Government Performance and Results Act. These questions are intended to identify which levels within the organization currently conduct strategic planning and are aware of the law and potential impacts the law may have on their organization.

4. Again, thank you for your assistance. If you have any questions prior to our meeting, please call me at 849-0851.

<div align="center">SIGNED</div>

DARWINA M. LIGUORI, Capt, USAF
Graduate Student, GIM 95-S
Graduate School of Logistics and Acquisition Mgt

Attachments
1. Interview Questions

Appendix C: Interview Questions

1.   How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

2.   In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

3.   In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

4.   Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

6.   How does your organization measure effectiveness, both externally and internally?

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

8.   Does your organization have input to effectiveness measures that your organization has control over?

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

10.	How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

11.	Does your organization do strategic planning for your organization?

12.	Does your organization participate in the strategic planning process of your parent organization?

13.	Has your organization ever had training on strategic planning and how to implement it?

14.	Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

15. If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

16. Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

17. Do you believe the GPRA will be effective within your organization, and why?

Appendix D: Interview Responses

LGT

1. How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

Information flows from outside our organization via autodin, phone, email, and personal conversations. Information also comes in through other forms of correspondence such as letters. Basically the same holds true for inside our organization. We pass information on the phone, email, and in-person.

2. In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

There is not really a formal policy that states information must pass through our organization like it does. For the most part it goes by headquarters tradition. It can be considered both formal and informal, depending on who it's coming from and who its going to.

3. In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

There is definitely informal information flow which is probably considered gossip. Many times the word of mouth is the best way to pass information but it may not always be accurate and official.

4. Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

Some decisions are made at the highest level and passed down to the appropriate level that needs to have the information. In some cases, decisions are made after all affected parties

have been given the chance to provide input. In this command, we do balloting, that is supposed to go out to the bases and get their input. Unfortunately, these responses are not always acceptable to the higher level, in this case, the LG, so a decision is made at the highest level. With decisions that have to be made quickly, there is not always enough time to ask for people's input so we, at the headquarters must make the best decision we are capable of making and forward it up for approval. Ultimately, everything must pass through the LG.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

With decisions that affect only the headquarters people or staff function, we make out own decisions. Our organization is decentralized and decisions are made in the appropriate area. If things affect the whole command or outside agencies we make recommendations for final approval at the LG level.

6.   How does your organization measure effectiveness, both externally and internally?

We measure effectiveness with our people. Within LGT, we provide the metrics for the BOS (Base Operating Support) Mission Element Board. These metrics measure the effectiveness of certain areas within the various bases/depots within the command. Our job is to compile the statistics for the command and provide input for the LG. The Mission Element Board (MEB) structure is a very unique one and determines who we report to within the command framework. Besides reporting to the LG, in-turn the LG replies to the BOS MEB, that is run by Civil Engineering.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

Our measures or metrics were created about six or eight months ago. Initially, we started out with a meeting with all the command transporters to try and decide what we were going to measure. We received many good inputs from the various bases but they were not what the LG wanted. Basically the metrics are a combination of input from the bases and what the LG wanted. Mostly what the LG said he wanted. We had to get this metrics going within a very short time frame so we had to figure out what the LG wanted before we could carry out the tasking. It boiled down to us showing the bases what we were going to measure and them more or less agreeing. After a certain point, the bases were

not in the position to argue, and we were in the position that we had to come up with something that would pass with the LG.

8.   Does your organization have input to effectiveness measures that your organization has control over?

Since we are the headquarters, we are the people that collect the measurements for the command. We don't have much control over them directly because we are not an operational unit, but most of the base-level transporters have control over what is measured.

Some of our measurements were selected to keep track of certain things but they are not activities that we can control. For instance, the on-time delivery of household goods is a measurement that we track throughout the command. We don't control when the contractors actual deliver someone's property, but we can keep track of long-term statistics to possibly elevate the problem to someone who has control over the process. Without tracking on-time deliveries, we would not have any data with which to show there is a problem.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

Yes, we encourage input from within the organization. Being a headquarters, most of our staff people have been in the field and are usually experienced in their jobs. Much of our job is not always within our control, so we are continually doing what is directed from above.

10.   How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

Yes, our unit, with the rest of LG performed a unit self-assessment last September. We didn't fare that well but are actively trying to improve where we need to improve. I've got a copy of the self-assessment. As for our goals, we are in the process of establishing our goals and objectives within LG and the divisions now.

11. Does your organization do strategic planning for your organization?

Yes, we are currently in the middle of writing out strategic plan for the division and the directorate. It has been a step-by-step process but we are almost there.

12. Does your organization participate in the strategic planning process of your parent organization?

Yes, we are actively doing strategic planning for our organization and the entire LG. We have been the leaders in this because of my experience and interest with strategic planning at the base level--as a squadron commander in the Transportation Squadron on base. We are setting the example for the other divisions within LG to follow.

13. Has your organization ever had training on strategic planning and how to implement it?

Yes, we have had some training. In the RM--Resource Management school that I attended we were given strategic planning training or at least briefings about it. Within our organization, we are getting help from the strategic plans people when we need it. Also, we are using AFIT as a research consultant for more in-depth analysis of our organization.

14. Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

I'm only familiar with it to the extent that Lt Col Wayne Stone has mentioned it to me. We have not received anything in formal communication about it.

15. If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

I'm not familiar enough with it to say what will happen. But it sounds like we have a good jump on the strategic planning requirement. As far as overall impact, I can't really make a judgment.

16.   Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

Nothing is being done within our organization as a result of the GPRA.

17.   Do you believe the GPRA will be effective within your organization, and why?

With what little I know about the GPRA, I don't see a problem with successful GPRA implementation within our organization if strategic planning is a big part of it.

1. How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

Information is received through normal channels--email, written correspondence, telephone, depending on where it's coming from. If it is internal to headquarters or our organization we use email, phone and personal conversations. Outside of the headquarters, we use email and messages to other bases. If we are dealing with other non-Air Force organizations, it will depend on who it is. Once we receive information we pass things on via email or meetings.

2. In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

I don't think there is any official policy that states an official flow of information, it's just the way things happen, chain of command, upward or downward flow. That type of thing is basic to the organization.

3. In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

Yes, I think there is an informal flow of information. We all have our informal sources that we receive heads-up information on. Much of our operation revolves around informal information except for official directives from the commander or Air Staff.

4. Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

I would have to say that decisions are made at the top--LG level and passed down. As a staff organization we provide input to the LG and recommend appropriate action in our specialized fields but the final decision is made by him.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

Within our organization, we receive decisions and send them out to the rest of the organization. If the bases are involved for policy changes, if there is time to ask for their input we do. If the LG needs and immediate answer or action, we have to act on our own even if it affects other bases. We find that even though we are the headquarters, the bases and depots do what they want to do. The center and wing commanders have a significant amount of influence on how their base is run and can dictate how the transportation operation will run.

This may not be the same as all the commands but AFMC is different. Since the merge of the commands, the command structure has kind of confused the chain of command or responsibility. Each base is more control of their own destiny because of the two-star in charge. The transportation people must support and answer to their local commander first and the command second.

6.   How does your organization measure effectiveness, both externally and internally?

We use metrics to measure certain effectiveness issues. That's what my primary job is--to collect and analyze the transportation metrics for the command as a whole.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

In the beginning, we were pressed for time to come up with our metrics because of the lack of attention for a long time. So we had to come up with some measures quickly. We started out with a three day meeting with representatives from all the bases. That gave us some input but not everything could be agreed upon because each base had their own idea of what to measure from what their missions were.

Finally, we had to decide what we were going to use and it came down to us, the headquarters recommending to the LG what we should measure. We changed a few things based on his comments but for the most part, what we use to measure effectiveness came from us, here at headquarters. We haven't been doing this for long so it will probably evolve in time.

8.   Does your organization have input to effectiveness measures that your organization has control over?

Since we are the headquarters and not an operational organization, that question probably does not apply to us. We compile the stats for the command.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

Yes, I would say that we encourage input from within the organization. Right now, we're using what we finally came up with, but that will change as time goes on and people get more familiar with the measurements and the process.

10.   How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

I'm not too sure of how we fit in to Quality Air Force except to say that everything we do focuses on quality and effectiveness, both as a staff organization and as transporters.

11.   Does your organization do strategic planning for your organization?

Yes, that's the thing we are into big right now. Our division is getting the entire organization involved in creating a strategic plan that will be used to build the LG plan.

12.   Does your organization participate in the strategic planning process of your parent organization?

Yes, that's how the LG plan will be created. As the three letters come up with their inputs, the LG will build their plan.

13. Has your organization ever had training on strategic planning and how to implement it?

I don't think you can say we had training. We're just doing a plan with help from outside organizations. Lt Col Wayne Stone, from AFIT, has been hired as consultant to guide us through this strategic planning process.

14. Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

I've only heard from Lt Col Stone in passing but do not know any of the details of what it is all about.

15. If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

I really can't say what kind of impact it will have, but if it requires strategic planning for all agencies, we appear to be on the right track.

16. Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

Except for what we're doing within the LG, LGT, and LGTX, we're not doing anything in direct response to the GPRA--as far as I know.

17. Do you believe the GPRA will be effective within your organization, and why?

I don't know enough about it to answer that but when the time comes for us to do something about it, I think what we're doing now will be good preparation.

1. How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

Most of our information comes in with email or letter correspondence. Within our organization we use email extensively, as well as meetings and the telephone. Some of our programs require TDY participation such as the one I'm involved in now, the Reengineering of Depot Production.

2. In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

There is probably not an official policy that states how the flow of information should occur but I would think that whatever happens at the top of the organization dictates how things happen throughout the organization.

3. In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

Yes, I think normal everyday conservation would be considered informal information flow. Without paper or documentation to back things up, whatever we hear would be informal or unofficial. That doesn't prevent us from taking action on these types of things because many times we get a heads up from one direction or another about what is coming down or up. Whichever the case may be.

4. Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

For the most part, I would say that much of what we do is driven from the top--down. Even at my level, I have to support the LG and direct information and decisions downward. The balloting process would be the appropriate method to gather information from our field units but in many cases what's going to happen is directed from a higher

source--with no input needed. Many of our decisions and changes come from Air Staff and the Standard Systems Center which means we just take the necessary action to support the changes.

Also, as far as decisions concerning the field units, many things happen at the other bases that we did not direct or recommend. The bases/depots have their commanders to answer to so we may not always be in the loop or even considered when some decisions are made. On the positive side, we are in constant touch with the Chiefs of Supply at the field units which gives us insight into what is going on so we can at least try to keep track of things.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

We usually try to make decisions at the lowest level possible. Whichever section, fuels, weapon systems, or procedures has the expertise recommends the correct action and is elevated upward. This is the traditional chain-of-command with an emphasis on the top.

6.   How does your organization measure effectiveness, both externally and internally?

We use metrics to measure performance. These are many of the former "How Goes It" measurements that we used to track. These measurements are not very different except the reporting path is complicated. The command framework of mission element boards dictates the show. Instead of the supply reports to the RM or LG, the LG reports all the statistics to a mission element board chairperson. For supply, we are in several of the MEBs. We mainly support the Support and Industrial Operations (S&IO) MEB, but we are also involved with BOS, Test and Evaluation, and the Science and Technology MEBs.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

We had a short time to get our metrics going so for the most part, our metrics came from within the headquarters. We recommended what we thought should be used, and the LG told us what he wanted. There was not much opportunity for input from the other bases and when we did get input it was not something we could apply across the command because, each of the bases was measuring what they considered important.

8.   Does your organization have input to effectiveness measures that your organization has control over?

I think as a headquarters we don't have control over much. Our input was back in the beginning for the initial development of the metrics.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

Yes, I would say we accept and encourage our group to help themselves. We may not always be able to implement what is brought from inside because of being overruled at the top.

10.   How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

We took part in the LG unit self-assessment last year. There's a lot of room for improvement and it will be interesting to see how our new LG puts emphasis. There have been so many LGs through here in my tenure that it is difficult to maintain the same focus for an extended period of time.

11.   Does your organization do strategic planning for your organization?

Yes, we are starting with our strategic planning as directed by the LG. I'm under the impression that the plan will be implemented at the two letter or LG level. Our inputs will help make the LG plan. I don't plan on carrying it out any lower than the LG.

12.   Does your organization participate in the strategic planning process of your parent organization?

Yes, we are developing our portion of the LG plan.

13.   Has your organization ever had training on strategic planning and how to implement it?

I think we're just going at it on our own. I have one individual that acts as a facilitator but she hasn't had training to my knowledge. Like most things we learn as we go.

14.   Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

No, I'm not familiar with the GPRA.

15.   If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

Not Applicable.

16.   Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

Not to my knowledge.

17.   Do you believe the GPRA will be effective within your organization, and why?

Not applicable.

1.   How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

We receive information in the form of messages from HQ USAF, other MAJCOMs, our subordinate units, and other DOD agencies. We also receive letters, faxes, phone calls and emails from a multitude of sources. Internally, we receive information primarily through email or in meetings. Information is most often passed to subordinate units through formal messages, but can be passed in emails or faxes.

2.   In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

There probably is, but I'm not aware of it. The type of information usually determines the path it takes. The more important things that need formal documentation are done by message or letter, less important things are done by fax or email.

3.   In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

I would classify email traffic as informal, although it appears to becoming more accepted everyday which may lead to it being the formal means of flowing information. Emails are effective to a point; they allow quick communication between separated parties, to include swapping computer files, slides, etc. The down side to emails is that people don't talk to one another like they used to. We exchange emails but never really communicate face to face, sometimes you need the verbal and non-verbal communication to fully understand the message. Therefore, in email traffic the chance for misunderstanding of tone and intent is great. At times emails can be quite nasty, whereas face to face people never talk that way.

4.   Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

Long-term decisions seem to be made at higher levels and passed down. AFMC uses a series of Mission Element Boards to plan and execute many of its initiatives. The MEBs are constructed of higher ranking people. The less strategic, more operational decision-making is fully delegated to the lower levels.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

Our organization makes most critical decisions as a group effort. However, sometimes input should not or could not be sought, and our managers must make the decisions on their own.

6.   How does your organization measure effectiveness, both externally and internally?

About this time last year (May 1994), we developed Base Operating Support Metrics, that track every AFMC unit's ability to meet accepted standards on key supply indicators. We collect and report on these metrics every quarter. As far as I know, we don't have any measures of the staff's effectiveness.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

Prior to developing the metrics we formed an IPT, integrated product team, with representation from several field units. The objective was to develop meaningful measures that everyone could work towards. We were successful, we developed 30 measurements and began collecting and reporting data on 1 October 1994. Since that time we have continually refined and enhanced these metrics based on give and take between our staff and field activities.

8.   Does your organization have input to effectiveness measures that your organization has control over?

We have control over our BOS Metrics, although all monthly reports and any changes to metrics formats must be cleared thorough the BOS MEB.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

I've never seen it discouraged, but then again it's not something that is discussed much. Within the larger 2 letter (LG) organization, improvements are strongly encouraged through several incentive programs, it received more attention with the advent of the "clue bird" program.

10.   How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

Our organization is involved in numerous IPTs supporting a variety of initiatives. We also recently began the process to develop goals and objectives. We've had two off-sites to accomplish this.

11.   Does your organization do strategic planning for your organization?

To my knowledge we've done very little strategic planning.

12.   Does your organization participate in the strategic planning process of your parent organization?

No.

13.   Has your organization ever had training on strategic planning and how to implement it?

No.

14.   Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

No.

15.   If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

N/A.

16.   Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

No.

17.   Do you believe the GPRA will be effective within your organization, and why?

N/A, can't answer because I've never heard of the GPRA.

LGSF
(LGS Strategic Planner)

1. How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

Typically we use meetings, email, reports, and the telephone.

2. In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

Not that I know of. I think we do things in a traditional way.

3. In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

I'm sure there is an informal flow. Just as we're sitting here talking. People pass information everyday in an informal way. If people have questions they ask and receive answers. This is quite informal.

4. Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

Mostly decisions are made at the top and passed down. In a headquarters organization there aren't many things that don't affect a lot of people so decisions are made at a higher level.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

Internally, I would say we make the decisions that are appropriate to our area. If it is outside, we act in an advisory capacity.

6.   How does your organization measure effectiveness, both externally and internally?

We use metrics within he command to measure metrics.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

I think they were created by a joint task force of headquarters and the field units. The final approval of what is measured was made with the LG.

8.   Does your organization have input to effectiveness measures that your organization has control over?

I'm not sure what you mean by input. Originally we gave our recommendations and the LG decided what he wanted to see.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

Yes, I think we're pretty open-minded at our level.

10. How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

We're just starting to get involved in all that goals and stuff.

11. Does your organization do strategic planning for your organization?

Yes, that's one of the new things on our plate. That's one of other responsibilities--to help the LGS division get their planning together.

12. Does your organization participate in the strategic planning process of your parent organization?

Yes, that is probably the final goal to combine all the three level plans into the two level plan.

13. Has your organization ever had training on strategic planning and how to implement it?

No, I've never had any training. Just what I asked about from the strategic planners.

14. Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

No, I'm not familiar with it.

15. If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

N/A.

16. Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

N/A.

17. Do you believe the GPRA will be effective within your organization, and why?

N/A.

1. How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

Information in and between the organizations that we associate with is mainly communicated with a typical coordination process flow. Although we still use the balloting process sometimes, this has gotten out of control and it is not a responsive method of gathering information. On a day-to-day basis we use normal coordination to send out information both internal and external to our organization. Many of the things that flow through our office come directly from the commander so we act with his authority to either implement or divulge the information.

2. In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

There is not a formal or official policy that states information should flow in this manner. I would think it is more of a common sense or functional approach. Not everything is considered important, but usually people and organizations within the headquarters know what is important. As far as outside the headquarters staff, that would probably depend on which base or center is involved because our counterparts are located in different areas throughout the command. At some bases, our counterparts would be in FM, Quality Office, a technical office, or combined with war plans. Each of our relationships with other bases is unique.

3. In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

Yes, there is a more informal flow of information. This would be with everyday conversations, email, rumor control...there's no telling how we receive some of the information we receive or how accurate it is. I would think much our everyday operations would be considered informal, but we make progress with a reliable network.

4.   Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

Decisions are made usually at the top--commander or Air Staff, and we are the implementing agency. Sometimes we might even operate with the DOD level for initiatives. Because of the type of commander's support/action function that we are, there is very little that comes from the bottom. We are a three letter organization and that is as low as it goes within the headquarters.

Within our command we operate on a couple of standing directives. These are the Commander's Policy and AFMC Policy directives. These usually guide us in our everyday actions and give us authority to support the command.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

I think that we make decisions that affect ourselves but decisions that affect the whole command, we act as an advisor to the commander. We make recommendations as to what we have found is the appropriate action.

6.   How does your organization measure effectiveness, both externally and internally?

Since we're not a typical operational organization, it would be difficult to quantify or measure our effectiveness. Our measurable objectives would probably financial, but we don't track metrics as the rest of the operational command does.

Considering our relationship to other organizations, most everyone in this building (HQ) is a customer of ours at some time or another. Customer satisfaction and support should be a measure of effectiveness, but this is also hard to quantify.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

This a not really applicable to us.

8.   Does your organization have input to effectiveness measures that your organization has control over?

Since we don't really have control over measures, this is not applicable.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

We accept input from other organizations but that may not to improve effectiveness.

10.   How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

This is an important concept to us. Many organizations put strategic planning within their quality offices and make it a sub-section of quality. At the headquarters, the strategic planning function is the primary function, and we put quality under planning. We consider that an important relationship. One of my primary responsibilities is benchmarking, as a part of quality. There is a very distinct relationship between planning and quality, and we see it different from most other organizations.

11.   Does your organization do strategic planning for your organization?

We do the strategic planning for ourselves and the command.

12.   Does your organization participate in the strategic planning process of your parent organization?

Since we are advisors to the commander, we are his strategic planners.

13.   Has your organization ever had training on strategic planning and how to implement it?

Like most anything, many times you are just given a job to do. Some of us have attended training, but sometimes we just learn on the job. There's a Strategic Planning Course at Gunter, that I attended about a year ago. It was mainly conducted to produce facilitators, and taught by the Quality Office. There are also some other courses sponsored by the Office of Management and Budget that ties in with things we work on. For the most part there is not a structured training program for strategic planners.

14.   Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

Yes, we are familiar with the GPRA. For the past year we have had a focal point that has monitored the status of it. Just last week, I was appointed the focal point. Although, we have been aware of it, the command chose to take a more sit back and watch it develop approach. At the time of the pilot projects, we were too busy to answer their requirement in the time that was requested.

Things are changing now, and we will be giving the commander an update on the law. I don't see any immediate changes or requirements since AFMC is pretty much the leaders in strategic planning.

15.   If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

I think the GPRA will not affect our organization directly except that we will be the implementing organization within AFMC. Right now it's too early to tell if things will change drastically in the command, because we are not far off from the strategic planning requirements.

Our strategic planning will probably take on more of a budgeting relationship. Since the DOD Comptroller is the lead organization, we think plans and budget will have a very significant relationship. Maybe, the color of money will be more flexible based on some of the waiver authority.

16.   Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

Except for monitoring the progress and keeping informed, I don't think anything is currently being done. As the new point of contact, I'm sure we will be required to become more proactive in the near future.

17.   Do you believe the GPRA will be effective within your organization, and why?

I don't see any major problems with the law from what I understand. I think the money aspect of it all will become the real issue. Maybe commanders will have more flexibility with their money to spend it as they need to without regard for what color it is. In January, we received the DOD objectives and goals so maybe that will be our starting point.

88th Supply Squadron
LGS

1. How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

For the most part we use staff meetings, reports, briefings and to pass on information within the organization and to other organizations. We also use email, telephone, and general correspondence to send out information.

2. In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

I think the formal flow of information comes from the normal chain of command. Information flows from the top down and the bottom up. I'm not aware of any official policy.

3. In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

Some information flows unofficially such as phone calls, emails, or face-to-face conversation.

4. Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

Decisions within our squadron are made at the lowest possible level. Decisions that affect the entire squadron would be made at the chief of supply or commander level with input and recommendations from the appropriate people. Decisions that affect other organizations usually are run up through my level for final approval authority.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

Like I said earlier, decisions are usually made at the lowest level when possible. The more people affected by a decision, the more people that should be involved with the decision.

6.   How does your organization measure effectiveness, both externally and internally?

We use metrics that are related to our main supply processes. These used to be our "How Goes It" measurements that most all supply squadrons use to measure effectiveness.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

I think the How Goes It measurements have been around for a long time and different chiefs of supply focus on different specifics. As for the metrics, these have come from the Mission Element Boards that AFMC uses. From what I can remember, we were basically told what to measure for the metrics and this is what we forward to headquarters each month.

8.   Does your organization have input to effectiveness measures that your organization has control over?

I don't think we can change these very much since they are collected for the whole command.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

For our squadron we encourage full participation from all members. If someone has a better idea of how to do something; we are open to suggestions. As for the metrics that are sent outside of the squadron, right now we don't have much opportunity to change what is being measured. Maybe after metrics become more familiar to everyone, we will have more chance to change things.

10. How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

We are very active with quality from the squadron perspective. We have very prestigious goals of trying to change the outsider's perspective of a supply operation. We want people to know that we want to provide the best possible supply service, and if not we're willing to find someone that meets their needs.

11. Does your organization do strategic planning for your organization?

We started doing a little planning, but we don't like to call it anything so official because people get scared of new terms.

12. Does your organization participate in the strategic planning process of your parent organization?

I think the commanders were invited to attend the first planning session, but that's about all I know.

13. Has your organization ever had training on strategic planning and how to implement it?

Some of our people have attended a strategic planning workshop that was a logistics group off-site. ASC has also put on a workshop that was called ASC 2000. Some of my people went to that also.

14. Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

Yes, I've heard of it but don't know all of the specifics or requirements.

15. If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

From what little I know, I am not sure that we will actually have a big part to play. Most everything will probably be levels above us.

16. Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

Within ASC, they have had strategic planning sessions. Our wing and logistics group have set schedules or milestones but I don't really see much being done except at our level.

17. Do you believe the GPRA will be effective within your organization, and why?

That's a difficult question to answer, but I think we'll be ready to handle any requirements when they come down--if they ever come down.

88th Supply Squadron
LGSP

1.   How does information flow in and out of your organization? For example, how do you receive information on program or process changes and in turn how do you pass it on to subordinate units?

Staff meetings, How Goes Its, Monthly Activity Reports, Integrated Process Teams, SFO, Hot Wings, and Informal briefings.

2.   In reference to the flow of information within your organization, is there an official policy that states this is the formal flow of information?

The policy is part of the How Goes Its, SFOs, Hot Wings, and Analysis guidance.

3.   In contrast to the official or formal flow of information within your organization, would you say there is also an informal information flow? If so, how does this informal exchange of information operate and how effective is it within your organization?

Yes, there is always informal information that gets passed around. Sometimes we get stuff from headquarters before its official, because we are right here on the base. Sometimes we are even forgotten by headquarters when messages go out because the ZEN copy is left off. Some day-to-day information should be considered informal such as email, telephone calls, but when its in a report or letter as a directive it becomes official.

4.   Similar to the question on information flow, how are decisions made within your organization? Basically, are decisions made from a higher level and just passed down or does your organization have an input to decisions and the decision-making process?

Depending on the importance of the decision, we make many of our decisions at the lowest level, section, flight. If it's something the commander needs to be involved in, we make recommendations and provide technical advice.

5.   In addition to how you receive decisions, how does your organization make decisions internal to your organization?

Internally decisions are made at the lowest level.

6.   How does your organization measure effectiveness, both externally and internally?

We use metrics that are tied to key processes and Base Operating Support Metrics. We also use How Goes It measurements.

7.   How are these effectiveness measures created? Is the measurement process a combined effort between the owners of the process and the customers of that process?

Key process metrics were created by the owners or dictated by Dadaelion/How Goes It criteria.

8.   Does your organization have input to effectiveness measures that your organization has control over?

As for the BOS metrics--we don't have any control over them. Within the squadron, the chief of supply focuses on what he believes is important.

9.   Does your organization encourage input from within to improve effectiveness or how it's measured?

Yes, I would have to say we encourage input to improve things but that would only pertain to local squadron things.

10.   How does your organization participate in Quality Air Force, Total Quality Management initiatives? What is your organization goals, in terms of quality?

I am very quality-oriented and have been involved in quality from my previous base. I support the commander's policy of changing our customer's perspective of supply. We're doing lot of neat things to learn what our customers need and get it for them/

11.   Does your organization do strategic planning for your organization?

We started with a rough beginning with Logistics Group off-site and a squadron off-site.

12.   Does your organization participate in the strategic planning process of your parent organization?

The only thing that I know of is that our commander was invited to attend the first planning session. After that I'm not sure.

13.   Has your organization ever had training on strategic planning and how to implement it?

Yes, we've been to a couple of workshops that were put on by ASC and the Logistics Group. In addition to myself, several other squadron people have attended.

14.   Are you familiar with the Government Performance and Results Act (GPRA) of 1993? If so, to what extent?

Yes, I am very familiar with it. At my last base I heard about it and since then have become active to be more informed about it. With my ability to access the Internet, I have read all the files about it and keep track of what is going on.

15.   If you are familiar with the GPRA, do you know what kind of impact the GPRA may have on you and your organization?

That's hard to say, but I think we'll only be involved in a very small way. The agency level is so far above us that we will probably not be directly involved.

16.   Do you know of any preliminary action that is being taken within your organization in preparation for the GPRA?

ASC, who is in charge of this base above the wing commander, have already had planning sessions. Things are going on, but I don't know if it is in direct response to the GPRA.

17.   Do you believe the GPRA will be effective within your organization, and why?

That's hard to say, but when the time comes to do anything we hope to be ahead of most bases.

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Vita

Captain Dee Liguori graduated from Westerly High School, in Westerly, Rhode Island in 1977. In 1981, she graduated from Roger Williams College in Bristol, Rhode Island with a Bachelor of Science degree in Management. After her commissioning in 1985, she was assigned to the 379th Supply Squadron, Wurtsmith AFB, Michigan. In 1987, she was transferred to the 39th Supply Squadron, Incirlik AB, Turkey.

Upon her return to the United States, Capt Liguori was assigned to the 443d Supply Squadron, Altus AFB, Oklahoma. During this time she attended Squadron Officer's School at Maxwell AFB, Alabama. In January, 1990, she transferred to the Defense Language Institute in Monterey, California to study the Thai language. After graduation from language school, Capt Liguori was assigned to the Joint United States Military Advisory Group in Bangkok, Thailand and served with the Royal Thai Air Force.

After leaving Thailand, Capt Liguori was assigned to the Financial Management Directorate at the Sacramento Air Logistics Center, McClellan AFB, California. She also served as the Executive Officer for the Technology and Industrial Support Directorate. In 1994, she entered the Air Force Institute of Technology and graduated in September 1995, with a Master's Degree in Logistics Management. Her follow-on assignment was to the Logistics Directorate, Headquarters Air Mobility Command, at Scott AFB, Illinois.

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13. ABSTRACT (Maximum 200 words)

This thesis provides an in-depth discussion of the Government Performance and Results Act (GPRA) of 1993. The GPRA is a new law that mandates strategic management be conducted in all federal government agencies. Soon all federal government agencies will be directed to comply with the requirements of the law and implement strategic management within their organizations. This study selected Air Force Materiel Command Headquarters (AFMC) logistics organizations and subordinate units as the test organization. Interviews were conducted with headquarters AFMC logistics and strategic planning personnel, as well as 88th Logistics Group personnel to evaluate several issues within their organization: 1. level of knowledge of the GPRA; 2. types of formal and informal communication and decision-making processes; and 3. awareness of strategic management and its purpose within an organization. Results reflected a lack of prior knowledge of the GPRA, top-down communication and decision-making functions, and minimum level of awareness of the concept of strategic management and its intended purpose within an organization. This lack of information, and apparently incompatible structural design may pose serious challenges for those tasked with the implementation of the GPRA. Recommendations are made which may help to promote a more successful introduction to these formalized strategic planning procedures.

14. SUBJECT TERMS

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